SBA

S. HRG. 98-602

WHITE MOUNTAIN NATIONAL FOREST WILDERNESS ACT OF 1983

HEARING

BEFORE THE

SUBCOMMITTEE ON
SOIL AND WATER CONSERVATION,
FORESTRY, AND ENVIRONMENT

OF THE

COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

FIRST SESSION
ON

S. 1851

A BILL TO ESTABLISH ADDITIONAL WILDERNESS AREAS IN THE WHITE MOUNTAIN NATIONAL FOREST

NOVEMBER 8, 1983

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WHITE MOUNTAIN NATIONAL FOREST WILDERNESS ACT OF 1983

TUESDAY, NOVEMBER 8, 1983

U.S. SENATE,
SUBCOMMITTEE ON SOIL AND WATER CONSERVATION,
FORESTRY, AND ENVIRONMENT OF THE
COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY,
Washington, D.C.

The subcommittee met, pursuant to notice, at 2:10 p.m., in room 328–A, Russell Senate Office Buiding, Hon. Roger Jepsen (chairman of the subcommittee) presiding.

Present: Senator Jepsen.

STATEMENT OF HON. ROGER W. JEPSEN, A U.S. SENATOR FROM IOWA

Senator JEPSEN. The committee will come to order.

We would like to welcome everyone here today. The purpose of this hearing is to receive testimony on Senate bill 1851,[1] the White Mountain National Forest Wilderness Act of 1983. The bill before us would add over 70,000 acres in New Hampshire lands to the National Wilderness Preservation System.

In 1964, Congress provided the first statutory authority for wilderness, creating the National Wilderness Preservation System. The original act designated about 9 million acres nationwide as wilderness. Today the System totals about 80 million acres.

In New Hampshire, as most States in the East, wilderness is relatively rare, with only about 26,000 acres presently in the National Wilderness Preservation System. Senate bill 1851 would quadruple this area. The areas are classified as wilderness under the System because of their beauty and the pristine nature.

However, in recent years, additions to the Wilderness System have been often controversial because such designations conflict with the potential to develop or use the resources in the wilderness area which primarily have been for energy development, timber, and recreational uses. Thus, a major consideration in the discussion here today is how designating these additional lands as wilderness will impact on resource values.

Although the value of some resources may be diminished or lost altogether, the value of others is enhanced. If the uses eliminated by wilderness designations are minor and can be obtained in other

[1] See pp. 75–78 for a reprint of S. 1851 with accompanying staff explanation and report from the Department of Agriculture.

forest areas, the loss may be insignificant. Conversely, if opportunities for primitive recreation are plentiful, additional wilderness may add very little.

Congress currently has before it 38 bills which would create an additional 7.3 million acres of wilderness. These areas encompass 18 States and primarily involve lands in the national forest. The issue before us today is whether the Congress should designate these lands in New Hampshire as wilderness.

However, the broader issue implicit in this and all bills on this topic is: How much wilderness is enough? When do the public benefits from additional wilderness no longer exceed the public losses when other resources remain unused?

Senator Huddleston wanted me to have his remarks inserted in the record. So at this time, they will be placed in the record.[1]

At this time it would be my privilege to introduce and welcome the testimony of the two very distinguished Senators from New Hampshire. I would advise both of the Senators that their written remarks will be entered into the record and they now may proceed in any manner and in any order that they so desire.

Senator Humphrey and Senator Rudman.

STATEMENT OF HON. GORDON J. HUMPHREY, A U.S. SENATOR FROM NEW HAMPSHIRE

Senator HUMPHREY. Thank you, Mr. Chairman.

First I want to thank you for acceding to the request Senator Rudman and I made to an expedited hearing on this bill.

Senator JEPSEN. Are these microphones on?

Senator HUMPHREY. As you have noted, the bill would add some 77,000 acres to the wilderness areas in our State, New Hampshire.

I point out that our State is one of the fastest growing States in the Nation, the second fastest growing east of the Mississippi. Our population over the last 20 years or so has doubled, and yet during that time, Mr. Chairman, nature has not created any new White Mountains or wilderness, and I simply make that point to underline the necessity of moving while we have the time to preserve for future generations some measure of the wilderness which now exists.

I have a lengthy statement. I will not read it all. I will just touch upon the highlights here, if I may.[2]

I think the most important point to make, Mr. Chairman, is that the proposal now before the subcommittee is one that evolved from several years' work among various groups in our State. It is truly a consensus proposal. It is a compromise. Some people wanted more; other people wanted less. Some of the groups involved are users, as well as those who want to preserve for preservation's sake, the users being hunters and snowmobilers, some commercial interests as well, and all agree that this is a fine consensus on which the Senate should act now.

The release language is also very carefully constructed so as not to prohibit or preclude in the future coming back, in the wisdom of Congress, if a consensus should be reached in our State on this

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[1] See p. 33 for the prepared statement of Senator Huddleston.
[2] See p. 33 for the prepared statement of Senator Humphrey.

matter, not to preclude us from increasing the number of wilderness acres in New Hampshire at some point in the future.

But for now, we have a well formed, consensus proposal that would add these 77,000 acres, and I think the time to do it is now, and again, I thank you for the expeditious consideration of this bill.

Senator JEPSEN. Senator Rudman.

STATEMENT OF HON. WARREN B. RUDMAN, A U.S. SENATOR FROM NEW HAMPSHIRE

Senator RUDMAN. Thank you very much, and I am just delighted to appear here with my senior colleague to have an opportunity to discuss this bill with you today.

In New Hampshire, we are very proud of this bill, Mr. Chairman. It is solidly supported by and it represents another example of cooperation between a broad spectrum of user groups represented here today by members of the Ad Hoc White Mountain National Forest Advisory Committee.

The bill would add 7,000 acres to the existing Presidential Range—Dry River Wilderness Area, 25,000 acres within the Sandwich Range, and 45,000 acres within the Pemigewasset Valley, a total of 77,000 acres. Preserving wilderness has been compatible for decades with the goals and aspirations of New Hampshire residents.

Senator Humphrey's comments have clearly outlined the history, I think, of the roadless area, and his written statement details it very well. So I will not add to what he has said there.

I want to emphasize that the bill represents a good compromise between all groups represented by the ad hoc advisory committee, due principally to the inclusion of the soft release language in this bill.

In New Hampshire, we view wilderness designation as a continuing process. The language of the bill reflects that view. Passage of this legislation would also render unnecessary another round of the RARE process.

Finally, passage would initiate the public comment and review process necessary to the implementation of forest management plans which will govern the management of all areas not designated as wilderness. It is important that the plan be implemented as soon as possible in order for the Forest Service to get on with its excellent management—and I repeat the word "excellent" management—of the White Mountain National Forest.

As Senator Humphrey has detailed in his statement, the bill is supported by the broadest range of forest users imaginable. Included are environmental groups, recreational groups, and commercial groups. That there is a consensus for us to consider today is a credit to the dedication and efforts of all of these groups, the groups which comprise the Ad Hoc White Mountain National Forest Advisory Committee. However, there is opposition to the bill, represented primarily by the Wilderness Society. I am going to take most of my remaining time, about 3 minutes, to address the balance of my remarks to that opposition.

I have great respect for the fundamental goals and policies of many of the major national groups. On occasion though, national

environmental organizations lose sight of their proper role, namely, advocating action in those areas where local environmental interests are inadequate. New Hampshire, Mr. Chairman, is not such an area. Perhaps the groups which oppose this bill are so busy pursuing generalized national goals that they do not recognize a well-balanced, State environmental effort when they see it.

It is not their responsibility to impose their national will on a group as diverse in its representation as the Ad Hoc White Mountain National Forest Advisory Committee. It is one matter for a responsible organization to suggest how a State might improve on a particular piece of legislation. It is quite another to oppose the final product simply because its suggestions are not totally endorsed. This is especially so when there can be no allegation that environmental interests have not been well represented in the formulation of this bill.

To oppose the designation of 77,000 acres as wilderness simply because the area seems too little to some, especially with soft release language applicable to other areas, seems the height of arrogance to me. I am reminded of the spoiled child who would take his ball and go home when his peers would not let him set all of the rules of the game. I trust the committee will view the opposition in its proper light.

In conclusion, Mr. Chairman, as a long-time supporter of environmental interests in New Hampshire, in fact, as the author of the first environmental protection bill the State ever had during my years as attorney general, I applaud the members of the ad hoc advisory committee, whose work has made possible a consensus legislation today.

I have every confidence that continued public participation by the various user groups represented by the committee, and responsible management by the U.S. Forest Service, will insure protection of the areas which will be released by passage of this legislation.

This bill represents a balance of all interests to best serve the present and future needs of New Hampshire. The Federal Government should recognize the validity of these efforts by providing the maximum support and flexibility to any State, such as New Hampshire, which shows itself capable of responsibly managing its environmental interests from within.

To paraphrase Louis Brandeis, the old idea of a good bargain was a transaction in which one group got the better of another. The idea of a good contract is a transaction which is good for all the parties involved. The White Mountain National Forest Wilderness Act of 1983 fits well Judge Brandeis' definition. I hope that with your assistance, Mr. Chairman, we can move S. 1851 expeditiously through the legislative process.

I am deeply appreciative, again, of the opportunity of appearing, and as I have told the chairman, we are marking up the continuing resolution. So unless the chairman has any quick questions, I would like to be excused.

Senator JEPSEN. No, the chairman does not have any quick questions, or any long ones, none at all.

I thank both of my colleagues for coming, and I want the record to show and for whom it may concern that if it was not for the persistent and diligent pursuit by both of these distinguished Sena-

tors, and especially in this instance the real persistence of Senator Humphrey, this hearing would not have been held.

As I indicated earlier, we have 38 bills total. There is a desire by the chairman of both the Interior Committees as well as this committee that they would be looked at in total, but I assure you we will move on this as quickly as possible.

I am most sympathetic with what you have said. I value both of your, not only your judgments, but your credibility, and we will do everything we can to move this along. I have been assured by the USDA, subject to a little correcting amendment or something similar, that they will also support it, and I thank you gentlemen.

Senator RUDMAN. Thank you.

Senator HUMPHREY. Thank you.

Senator JEPSEN. Now we will hear from the Honorable John Crowell, Assistant Secretary for Natural Resources and Environment, U.S. Department of Agriculture, and, again, Mr. Secretary, your statement that you have in writing will be entered into the record as if read, and you may proceed, therefore, in any manner you so desire.

STATEMENT OF HON. JOHN B. CROWELL, JR., ASSISTANT SECRETARY FOR NATURAL RESOURCES AND ENVIRONMENT, U.S. DEPARTMENT OF AGRICULTURE

Mr. CROWELL. Thank you, Mr. Chairman.

It is my pleasure to be here to testify on S. 1851. I will summarize my testimony simply by saying that the administration supports the enactment of S. 1851.[1] We do have one concern about release language, which I will address in a moment. However, I think it would be of interest to the committee to know that the three areas which are proposed by S. 1851, which Senator Humphrey detailed, were all recommended for wilderness by the RARE II process. The Pemigewasset Area, however, was subsequently changed. I should have said the three areas were originally recommended by the Forest Service for wilderness designation; however, by the time the RARE II process had been completed, the comment period had resulted in a request from the Governor and the State congressional delegation that Pemigewasset not be designated for wilderness recommendation at that point.

It is our understanding now that there is agreement among the delegation and by the Governor that the Pemigewasset Area should be included in the bill, and we are happy to concur in that inclusion.

One concern that we still have about the bill, however, is the inclusion of so-called soft release language which is good only for the first planning cycle required for national forest management purposes by the National Forest Management Act of 1976. It is our feeling that the long-term management aspects of national forest land call for release, preferably permanent in nature, but if it is not permanent, for certainly longer than a time which would carry the first generation plans only to the point where they might be revised or to the point where they would again have to be recycled

[1] See p. 35 for the prepared statement of Mr. Crowell.

by the requirement of the National Forest Management Act that the plans be reviewed and revised at least every 15 years.

Senator JEPSEN. May I interrupt there?

Mr. CROWELL. Certainly.

Senator JEPSEN. Just for the sake of testimony in the record, I notice the first two witnesses made reference to hard and soft release language. From some of the written testimony I notice that other witnesses are using these terms. I wonder if you would give the committee the benefit of your knowledge concerning this issue and explain for me and for the record what is meant by these terms.

Mr. CROWELL. I will be glad to, Mr. Chairman.

The term "soft" release language refers to language which would release the areas which have not been recommended for wilderness from any further consideration as possible wilderness during the first planning cycle, which is mandated by the National Forest Management Act.

"Hard" release means release which would be more than for the first planning cycle.

Now, a planning cycle is anywhere up to 15 years, depending on how soon the Forest Service might elect to revise the plans after they had first been put in place. There are no plans which have been completed yet for any national forest in the country, so this planning process is proceeding.

We do expect that many plans will be completed within the next 2 years or so, and that the job will be ultimately completed if not by 1985, by 1986.

Therefore, the distinction between soft release, on the one hand, and hard release, on the other, means that the soft release would require that a subsequent planning cycle again consider for possible wilderness designation any roadless areas which had not previously been designated wilderness. Hard release means—if it were permanent—that roadless areas would never again have to be considered for possible recommendation to the Congress for wilderness designation, although they could be.

The only other point I would like to make, Mr. Chairman, in my summary is that I understand there is a possibility that there could be an amendment offered here in the Senate, as there is being considered in the House, to this particular legislation, which would call for two areas which are not part of the bill, not being designated as wilderness, to be excluded from the effects of the release language and from the effects of the language regarding sufficiency of the RARE II environmental impact statement. Those two areas are the Kilkenny Area and the Evans Notch Area.

Neither one of those was considered in the RARE II process by the Forest Service. Consequently, they are now included in the land planning process; and so any amendment which would require their inclusion in the planning process is only duplicative of what is actually happening now.

However, the amendment which I am told may be offered also would require that if either of those areas or any part of them were recommended for wilderness by the planning process, then the Forest Service would thereafter be mandated to manage those areas as wilderness, even though they had not been formally desig-

nated by the Congress, until such time as Congress might direct otherwise. Thus, they would in effect have ad hoc status as wilderness, simply as a consequence of completion of the planning process which resulted in a recommendation that they be wilderness.

We do not think that is appropriate. That is a departure from the normal sequence which would be followed in designating wilderness.

Another difficulty with the proposed amendment is further allows the timber harvest rates for the White Mountain National Forest to be calculated to include the volumes of timber which might be inside these areas or so much of these areas that might be recommended by the planning process for wilderness. That would result in eventual overharvesting of the rest of the forest.

We do not think that is a good idea either, and so if the amendments are proposed, we would recommend their rejection based on the fact, first, that these two areas are now being considered as part of the planning process; and second, that even if they are recommended for wilderness designation as a result of the planning process, the normal congressional designation of those areas as wilderness be required before they should have to be managed as wilderness until the Congress might act to the contrary.

I would be pleased to answer any question you may have, Mr. Chairman.

Senator JEPSEN. Again, just for the record, is there any question in your mind about the jurisdiction of these bills or handling these within the administration of the Congress itself as to what area or what committee these should be in?

Mr. CROWELL. No. It is my understanding that the traditional arrangement between the Agriculture Committee and the Energy Committee here in the Senate has been for this committee to review and to handle the bills that are so-called Eastern wilderness proposals, and that the Energy Committee handle the proposals that are Western, and the dividing point, I believe, is roughly the 100th meridian.

Senator JEPSEN. Which would be geographically about where?

Mr. CROWELL. Well, it would be down through the Plains, the Great Plains.

Senator JEPSEN. What is the probable impact of the wilderness designations on timber harvest from the White Mountain National Forest in fiscal year 1984, fiscal year 1985, or in the next decade?

Mr. CROWELL. The impact would be relatively modest. The three areas which are proposed by the bill currently have a sawtimber inventory of approximately 120 million board feet, with another approximately 200 million board feet in sizes smaller than 12 inches DBH. That is not a large volume of timber, but it does have some significant value.

Consequently, in designating wilderness there always has to be a balancing process, balancing the costs of the wilderness designation by measuring the benefits forgone in terms of other assets which cannot be realized. Timber harvesting, of course, is prohibited as a consequence of the wilderness designation. So none of the timber in these 77,000 acres would ever be subject to harvest again.

However, it is our judgment that this is a price which we can afford to pay, given the wood supply for the types of timber which

are in these three areas being recommended for wilderness, and given also the relative paucity of wilderness in the Eastern part of the United States.

Also, it is appropriate to take into account the large concentrations of population which are within a relatively short distance of these three areas.

Senator JEPSEN. Mr. Secretary, I have a vote. The vote is on what they call binary. It is another word for chemical.

Mr. CROWELL. I do not know what it means.

Senator JEPSEN. It is another word for nerve gas.

Mr. CROWELL. Oh, yes.

Senator JEPSEN. That is the vote in the Senate that I must go to now, and I would be pleased if you wish to remain.

We will have a little conference here about how we will proceed.

I thank you, Mr. Secretary, and the Chair would advise the panels coming up that we will have somewhere between a 10- and a 15-minute recess, no shorter than 10, no longer than 15 minutes. Then we will resume our hearing.

[A short recess was taken.]

Senator JEPSEN. The committee will come to order.

At this time I would like to call the panel including Mr. Bofinger, president/forester, Society for the Protection of New Hampshire Forests, Concord, N.H.; C. Russell Hardy, representing the New Hampshire Snowmobile Association; George Zink, representing the Wonalancet Outdoor Club; and George Hamilton, regional president, BankEast, Concord, N.H.

Welcome to the Senate, gentlemen, and I do thank you for and appreciate your understanding that we had not just one vote on the binary. We had to have two, and the last vote, which was the final vote, ended up, where you will read a lot in the headlines about it, the way it ended up last time with the vice president on a very historic, precedent basis having to break the tie.

Gentlemen, your testimony will be entered into the record as if it is read, and I understand, Mr. Bofinger, or I have been advised that you are representing the Governor. I welcome you and, therefore, will recognize you first, and then you may proceed in any manner and in any order after that you so desire.

Welcome.

STATEMENT OF PAUL BOFINGER, PRESIDENT/FORESTER, SOCIETY FOR THE PROTECTION OF NEW HAMPSHIRE FORESTS

Mr. BOFINGER. Thank you, Mr. Chairman.[1]

My name is Paul Bofinger. I am president of the Society for the Protection of New Hampshire Forests, and I am the chairman of the Ad Hoc White Mountain National Forest Advisory Committee.

Before I give my presentation, Mr. Chairman, I would like to introduce a letter from John Sununu, Governor of New Hampshire, in which he endorses this bill wholeheartedly and without reservation, and I have both a cover letter and a statement from the Governor that I would like to have placed in the record.

Senator JEPSEN. It will be entered in the record.[1]

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[1] See p. 36 for the prepared statement and accompanying attachments of Mr. Bofinger; see p. 45 for the statement of Governor Sununu.

Mr. BOFINGER. Thank you.

Mr. Chairman, our advisory committee is the result of a group of 15 people representing a wide range of interests, many of whom will be here today, and I will not go into the details. You have already heard something about us, and I think you will see when we are through testifying that we do, indeed, cover the full range of not only national forest users, but interest groups.

It should be noted that our committee is made up of more than half of private citizens who are not paid executives or lobbyists or spokesmen for a particular group, but rather, people who have come up through the ranks in their organization and who devote their own time and their own funds and their own efforts, unreimbursed, to participate not only in the work of our advisory committee, but in the testimony before your committee and others.

The two things that led us to the consensus that we have been able to reach on this White Mountain National Forest Wilderness Act: one is the long, countless hours that our people and many other citizens of not only New Hampshire, but of Maine and Massachusetts, people who love the White Mountain National Forest, have put into prior wilderness reviews, the unit plans that came about many years ago, RARE II, and most recently the efforts in the forest plan.

Our committee operates by consensus, not very often very easy to reach, but we feel that for the betterment of our forests, if we can come to a resolution amongst ourselves and not have this national forest, at least, be an open battleground of interests and controversy, that we are much better off, and we have a proud tradition of doing that.

Our first major concern when we attempted to try to put this wilderness bill together was the discussion over hard versus soft release. We found that even among the interests that would normally or traditionally support, and perhaps support on a national level, hard release, that the committee was unanimous that the only way that we could have reached the consensus that we have in New Hampshire was to favor soft release, and you will hear a good deal more about that from other witnesses.

In New Hampshire and on the White Mountains, we feel that we grow wilderness. The type of tree growth and the manner in which our forest is managed is such that, as Senator Rudman pointed out, wilderness designation, wilderness consideration is a continuing process, and we recognize full well that we will take another look at it in the future, and we have confidence that again, 10, 15 years from now when the next round of forest planning comes about, that we will be able to work together in the future as we have in the past.

We had another major problem in reaching a consensus, and that was on the Wild River Area, which does not appear in our bill. We chose not to designate the Wild River as wilderness, but we have prepared a letter to the forest supervisor which suggests some management guidelines for the Wild River Area which will keep options open for the future. The committee has all agreed to that. We would like for that letter relating to Wild River as part of my

testimony, and I would ask that it be entered into the record and in your committee report.[1]

When we determined that there was some dissatisfaction with our bill among certain national groups, we made a further attempt at compromise, and we have agreed that both the Kilkenny Area in New Hampshire and the Caribou-Speckled Area, or as Secretary Crowell called it, the Evans Notch unit plan, should be looked at for wilderness in this round of forest planning and within the timeframe of this round of forest planning.

Clearly, we want to see the White Mountain National Forest plan released and open to public review. We want to get the Forest Service off the planning merry-go-round and back to managing the forest and implementing that forest plan that all of us had a good deal of interest in and input in in its draft stages.

Lots of good things will happen if this bill is passed and passed promptly. Obviously the designation of the 77,000 acres of wilderness is something that is very important to us, not just in New Hampshire, but for everybody who is interested in the White Mountains in our national forest.

But equally as important as that is that this will send a clear message to the hundreds of people who have volunteered their time, nights and Sundays, over a many, many year period in creating the tradition that we have in New Hampshire of citizen participation in forest planning. It is that citizen participation that has made our forests what we consider the flagship of the eastern national forests, of the forests created under the Weeks Act. We have the most complete of all of the eastern forests. We are still acquiring land for our forest. In fact, in just the last few years we have helped the Forest Service acquire 35 parcels, for a total of 24,000 acres. Congress has appropriated over $6 million for these acquisitions.

We will be coming back to Congress next year asking you to appropriate more funds to add land onto this national forest. It is a growing national forest. It is one that we are very proud of.

The prompt passage of this bill, Mr. Chairman, will keep the people actively working, the citizens who have worked on this forest actively working on it in the future to make it an even better national forest.

Thank you very much for the opportunity to comment.

Senator JEPSEN. Mr. Bofinger, I want to commend you for the quality of your testimony. I am sure that other members of the committee will appreciate the tremendous effort that members of the ad hoc advisory committee put forth in reaching a consensus.

You did mention that one of the primary areas of major debate in the ad hoc committee was on the question of the release language, specifically the hard versus soft release language. Inasmuch as you referred to this debate within the context of making the land management planning process work, how do you feel or do you feel comfortable with the release language contained in Senate bill 1851 in light of the problems previously outlined here by Assistant Secretary Crowell, and that this committee should recommend changes in the release language that would protect the land

[1] See p. 37.

management plan and preserve the option for future consideration of wilderness? Would you have any objections?

Mr. BOFINGER. We feel that there should be some room for regional differences, local differences, and we feel that we do not feel the concerns that Secretary Crowell mentioned in New Hampshire. We are accustomed to working together. We are accustomed to settling our differences of opinions before they reach the stage of great controversy, and certainly before they reach the Halls of Congress.

We have no concerns whatsoever that either our group or successors to us as individuals working in an advisory committee capacity can deal with these issues again in the next round of forest planning. We think that the very fact that we can look at wilderness again within 10 or 15 years from now is good. We want to be able to do that, and so the answer is we are not only comfortable, but we are confident that soft release can work for New Hampshire for the White Mountains.

Senator JEPSEN. Would you substitute the word "sufficient" for "good"? You said you think 10 years is good. Is that sufficient? In other words, you feel it is adequate to accomplish input?

Mr. BOFINGER. Yes, sir.

Senator JEPSEN. I thank you.

I would advise all witnesses and panels that I would encourage respectfully that you might summarize your statements in the face of the fact that we have quite a number of witnesses left, and the hour is moving along in the afternoon. I assure you again your full written statement will be made a part of the record.

So with that, I now would ask C. Russell Hardy to proceed.

STATEMENT OF C. RUSSELL HARDY, REPRESENTING THE NEW HAMPSHIRE SNOWMOBILE ASSOCIATION, MILFORD, N.H.

Mr. HARDY. I will summarize.[1]

Mr. Chairman, my name is Conrad Hardy. I am immediate past president of the New Hampshire Snowmobile Association, which represents over 6,000 individuals and some 120 clubs.

I will summarize now.

All during the discussions I was excited that, even though the members of the committee all had diverse thoughts about wilderness, we could sit down together to discuss and more often to disagree and ultimately to arrive at a decision we could all support.

The major accomplishments of our work are several if S. 1851 is passed. The forest plan will be released, and we can get on with managing the forest. We will not be subject to RARE III, which in my mind would be unproductive.

We have agreed on three wilderness areas and maintain the option to review wilderness in the next forest plan. While it is not generally expected that someone representing snowmobiling interests would want that option, I want another chance 10 years from now to sit down and argue with these people again.

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[1] See p. 45 for the prepared statement of Mr. Hardy.

Someone described the advisory committee's consensus as a jewel. My opinion is it is a jewel that cannot be described. The White Mountain National Forest will surely benefit from it.

Thank you for this opportunity to make a comment.

Senator JEPSEN. Thank you, Mr. Hardy.

George Zink, representing—how do you pronounce that? Wonalancet?

Mr. ZINK. Wonalancet.

Senator JEPSEN. Wonalancet. I was closer than I thought.

Mr. ZINK. You did very well, sir.

Senator JEPSEN. The Wonalancet Outdoor Club of Wonalancet, N.H.

STATEMENT OF GEORGE ZINK, REPRESENTING THE WONALANCET OUTDOOR CLUB, WONALANCET, N.H.

Mr. ZINK. Mr. Chairman, I am here as a representative of the Wonalancet Outdoor Club of Wonalancet, N.H.[1] Wonalancet is the center of hiking activities in the Sandwich Range. The Outdoor Club is a cooperator of the White Mountain National Forest. Approximately 40 miles of hiking trails in the White Mountains are maintained by the club, as well as three shelters on Mount Whiteface and Mount Passaconaway.

Although present membership in WODC consists almost wholly of residents and local landowners, its history is tied directly to commercial interests. In the last decade of the 19th century and the first decades of the present century, Wonalancet was a small village of inns. People from the larger cities of New England customarily spent their vacations at inns located in the mountains.

In order to provide hiking activities for their guests, the innkeepers in Wonalancet formed the Outdoor Club. The objective of this club is the opening and maintenance of hiking trails, shelters, and other facilities for comfort and convenience of hikers. The club was in existence 20 years prior to the purchase of the White Mountain National Forest, and the club was active in passage of the Weeks Act and in the subsequent purchase of the present forest lands.

The WODC membership actively supports the present New Hampshire wilderness bill.

I am a resident of Wonalancet, and my house lies within a quarter of a mile of the forest boundaries, where we hope some day there will be a Sandwich Range wilderness.

I would like to speak on a couple of issues that I think require some more specific comment. It has been mentioned by Mr. Bofinger and Mr. Hardy that there was a compromise in arriving at the New Hampshire wilderness bill, and I would like to give some brief examples of what I mean by compromise.

Let me state specifically about the Sandwich Range, with which I am quite familiar. The eastern border extends north and south a short distance west of the Bolles Trail. Hiking interests desired the boundary to be well to the east of the Bolles Trail, nearer to Mount Chocorua. Winter offroad vehicle interests wanted to use the Bolles Trail as a north and south corridor. In this instance, hiking inter-

[1] See p. 46 for the prepared statement of Mr. Zink.

ests agreed to accept a smaller wilderness area. Winter ORV interests agreed to support wilderness designation. That was definitely compromise.

In the Flat Mountain Pond Area, which is an area desirable from many points of view, from fishing interests, from the standpoint of ORV, also as a possible site for the handicapped to experience some wilderness, there was a real confrontation again. Compromise was reached whereby most of the Flat Mountain Pond was put into wilderness, but the southern end near the Guinea Pond Trail, which can be reached by offroad vehicles, ORV's, was left out of wilderness. So, again, there was some compromise involved.

In the Waterville Valley section of the Sandwich Range, the Waterville Valley Co. wished to have the option to expand groomed ski-touring trails surrounding Snow's Mountain. By so doing, at least with any major expansion, there would be a definite narrowing of the proposed wilderness area to such an extent that the objective of solitude and remoteness would be severely jeopardized. A compromise was arrived at whereby access around Snow's Mountain for groomed ski touring was retained. In exchange, an area was added to wilderness east of Mount Tripyramid and near Lost Pass so that greater solitude could be achieved. Again, a workable compromise.

In two other areas where the timber interests had some concerns, where there were good possibilities for harvest in the valley of Oliverian Brook and the valley of Wonalancet Brook, compromises were arrived at. These two areas, which had high value for wilderness but also for timber, were removed from wilderness so that timber would be available in those two areas. As part of the compromise, a slight addition was made to the wilderness north of the Kancamagus Highway in the valleys of Downes Brook, Sabbaday Brook, and Pine Bend Brook. This is all illustrative of the sort of compromise which was used in arriving at our consensus.

Finally, I would like to say that although the Wonalancet Outdoor Club could not be considered a member of the tourist industry, we are concerned with the economy of New Hampshire, and we would like to point out that the second largest source of income in the State of New Hampshire is through tourism. First is manufacturing in the State.

Among the factors making New Hampshire attractive to the manufacturing industries is the White Mountains. It is the scenic value and recreational value of these mountains which make people eager to settle in New Hampshire.

Two quotes from a recent publication in a commercial newspaper to advertise skiing in New Hampshire:

"All four mountains are surrounded by the pristine wilderness of the White Mountain National Forest and skiers enjoy scenic vistas of the Granite State," and "racers have described the course as one of the most scenic in the country with spectacular views of Mount Washington and the Presidential Range."

I think it important to have in mind the importance of tourism in the State of New Hampshire and the value that the attractive mountain scenery has to the tourist trade.

Thank you very much.

Senator JEPSEN. Thank you, Mr. Zink.

George Hamilton, regional president, BankEast, Concord, N.H.

Mr. Hamilton, again, your statement will be entered into the record as read. You may proceed in any way you desire.

STATEMENT OF GEORGE HAMILTON, REGIONAL PRESIDENT, BANKEAST, CONCORD, N.H.

Mr. HAMILTON. Thank you, Mr. Chairman. I will be brief. I have submitted my statement,[1] and I am not at the wrong hearing. Although I am in banking now, I have a background in outdoor recreation and would like to point out that I am George C. Hamilton, regional president for BankEast. I have spent over 40 years playing and working on this particular forest, and some of that time was spent as a conservation officer for the fish and game department, as manager of the AMC Hut System, and as State parks director.

I think because of my grassroots experience on the forest, I have adopted a pragmatic philosophy of land use through the years, so that my position in all of this is somewhat in the middle, and I say that because a lot of my friends in New Hampshire share the same view. So I think I might be bold enough to say that perhaps I do represent a silent constituency of people in the middle on this whole question of wilderness.

I will simply add to emphasize a point that Mr. Bofinger made there are regional differences as we look at these different forests around the country, and certainly the White Mountain National Forest in New Hampshire is especially different, we think, to a large extent because of its position here in the crowded Northeast where we have very little of the land mass and yet a very large percentage of our population. The White Mountain National Forest historically has been a playground for millions and millions of people.

We like to think—in fact, we know—we are within a day's drive of some 60 million people, and therefore, from a recreational viewpoint, this forest is different.

Wilderness is certainly an important part of the whole recreation spectrum, and for that purpose or for that reason, we urge passage of this bill.

Thank you very much.

Senator JEPSEN. And I thank you. I might say to the panel I do appreciate the concern for land use and the value placed on having some land and some outdoor breathing and playing room available. When I went to Vermont to hold some hearings, being from Iowa, you know, we are used to hundreds of thousands and thousands of acres—as far as the eye can see—being under cultivation, open, pasture, cattle, and all kinds of land, but as you go from one community to the other in the Northeast and drive on one continued cement highway, you soon learn to appreciate the difference and the sense of urgency people have by way of bringing and having some of this land available for, as you indicated, 60 million within how many miles?

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[1] See p. 48 for the prepared statement of Mr. Hamilton.

Mr. HAMILTON. Within a day's drive, sir, an arc of, say, going from Montreal, Pittsburgh, and Philadelphia. It is all within a day's drive of northern New England.

Senator JEPSEN. Like a lot of other things, you learn to appreciate things when all of a sudden you think you are starting to run out of them and there will not be any left.

So I thank you for all of your good work. It is obvious not only of your sincerity and your interest, but the great amount of thought and research and cooperation, I might add, that you have working together on this project. It lends a great deal of impetus and is a compliment to those who are having to act. I thank you very much, and congratulations.

Mr. HAMILTON. Thank you, sir.

Senator JEPSEN. Now I would like to invite Peter Oliver, president, Appalachian Mountain Club, Andover, Mass.; Buhrman Garland, vice president, Woodlands, Saunders Bros., Westbrook, Maine; and Abigail Avery, chairperson, Public Affairs Committee, Sierra Club, Lincoln Center, Mass.

Welcome to the Senate.

Very quickly I will repeat again your statements, that you have, will be entered into the record. I would encourage you to summarize and in any order that you may desire, you may proceed. You may vote on it if you like and choose among yourselves who goes first.

STATEMENT OF PETER OLIVER, PRESIDENT, APPALACHIAN MOUNTAIN CLUB, ANDOVER, MASS.

Mr. OLIVER. I think I have got the nod, Mr. Chairman.[1]

I am Peter Oliver, president of the Appalachian Mountain Club, and I will point out that I am one of the people Mr. Bofinger referred to as an unpaid volunteer.

I view myself as the chief volunteer of a 33,000-member conservation and outdoor recreation organization. As president, I serve as chairman of the board of the Appalachian Mountain Club, and oversee the policy direction of our staff of some 70 full-time and 200 seasonal employees and our 12 chapters located primarily in the Northeastern United States.

Senator JEPSEN. You voluntarily, you say, head all of this up?

Mr. OLIVER. I voluntarily head all of this up, and to show you that there is some pragmatism built into the Appalachian Mountain Club, my full-time job is as a management consultant with Arthur D. Little in Cambridge, Mass., where my primary area of consulting is with the forest products industry, planning and problem solving with the forest products industry's top management.

So the fact that the Appalachian Mountain Club elected me president and I continue to be a consultant to the top management of most of the major forest products companies in both the United States and Canada says that, I guess, I am acceptable on both sides of the fence.

Prior to becoming president, I was chairman of the north country board, which oversees our operations in the north country,

[1] See p. 49 for the prepared statement of Mr. Oliver.

which are the roots of the Appalachian Mountain Club, where we began 107 years ago in 1876 by mapping and exploring and building trails in the White Mountain National Forest.

We were one of the primary instigators of the Weeks Act in 1911, which formed the Eastern National Forest System, and we have been working cooperatively with the White Mountain National Forest in New Hampshire for over 70 years as co-managers really. We manage certain areas of the forest for recreational use, building trails, and educating users of the White Mountain National Forest. So we feel we have built up a partnership over many years.

We are now in the process of trying to share this experience with conservation clubs throughout the United States and having them share the work of the national forests and national parks using volunteer help to build and maintain trails and to help in the educational programs of the national forests and national parks.

So it is with some pride that I say that the Appalachian Mountain Club is well represented on the Ad Hoc White Mountain National Forest Advisory Committee. We are ably represented by our staff director of north country operations and by a past president of the club, who happens to be a geology professor at Harvard University, and their deliberations were followed closely by our board of directors or council of the Appalachian Mountain Club, over which I preside.

I just want to say that not only our representatives on the ad hoc committee, but the board of directors of the entire Appalachian Mountain Club concur with the consensus agreement reached by the ad hoc committee. We fully support their recommendations and urge you to enact Senate bill 1851 on the designated 77,000 acres. We urge you to go forward with the soft release language because we believe that there are enough changing socioeconomic conditions in this region to make it advisable to review the wilderness status from time to time, and we see a 10-year cycle as being a very reasonable period in which to review wilderness status in this valuable White Mountain National Park area.

We also urge you to pass some sort of amendment, not exactly the amendment that was passed in the House. I think that is being worked on now and has improved all the way along, an amendment to go forward with further study in the Kilkenny and Caribou-Speckled Areas of the Evans Notch Unit Plan Area simply because these areas were not included in the RARE I or RARE II planning processes.

The Forest Service, I think, recognizes its obligation to go forward with further study to determine if there should be wilderness designation in those areas.

I thank you, and I would be happy to answer any further questions.

Senator JEPSEN. Well, I am impressed with your credentials that you say are acceptable to both sides. Would you say that you might ideally have the qualifications that might well fit to be Secretary of the Interior? [Laughter.]

Mr. OLIVER. I would not go that far, Mr. Chairman.

Senator JEPSEN. An aside just for a moment: Did you ever know General Gavin?

Mr. OLIVER. Very well. I feel that I am a close friend as well as a professional associate of his. I had the opportunity to testify with him on the legislation which finally resulted in the National Amateur Sports Act of 1979.

Senator JEPSEN. I ask you to say hello to him and greet him for me. He was my commanding general. I was a member of the 82d Airborne Paratroop Division, and he was the first officer to ever, in a manner of speaking, reprimand me, but I have never forgotten it because I have thought very highly of him ever since. I was a 17-year-old, peach-fuzzed sort of a young man in a bunch of pretty tough hombres in the airborne. When I first met General Gavin we were walking along, and he was going for his car in the parking lot on the post, and I was probably 50 yards away, I looked at him, I had never seen a general before, and he had two little tiny stars on which I saw, I was wondering what they were, I soon found out because he came over and suggested that as paratroopers, we are all in the same boat and we all have to work very closely together, and that as a sign of saying hello and good morning and respect for each other, we always salute, and I saluted, and he said, "I'm General Gavin," and he said, "I command the 82d Airborne,". and I said, "I'm awfully proud to meet you, sir," and I could not wait to get back to tell my first sergeant I knew him. When I went back and told my first sergeant what happened, he nearly had a nervous breakdown, and we had a battalion meeting and all kinds of other things.

Knowing now, having commanded a unit of my own in later years, I knew what went on with those folks that were really kind of excited. But General Gavin has always been a very, very tremendous commander and has a very special place in my heart.

Mr. OLIVER. I actually had one case assignment where I was paid by a client to interview General Gavin about his war experience, and based on that interview, he remains one of my heroes. Also the thing I look up to him so much for is that he was a man of action.

And the point I would like to make out of that is the planning process has been fine, but the proof of the pudding is whether action is taken on the heels of the planning process. I think you have got this consensus at the grassroots level, and I hope you could help us have this legislation passed as soon as possible through your committee, and through the entire Senate.

Senator JEPSEN. You are a very effective witness. [Laughter.]

Mr. Garland.

STATEMENT OF BUHRMAN B. GARLAND, VICE PRESIDENT, WOODLANDS, SAUNDERS BROS., WESTBROOK, MAINE

Mr. GARLAND. Mr. Chairman, I am Buhrman B. Garland of Fryeburg, Maine. I am employed as vice president, woodlands, by Saunders Bros, of Westbrook, Maine.

Saunders Brothers are manufacturers of wooden dowels and turnings and are depending on high quality hardwoods obtained largely from the White Mountain National Forest.

I am a registered professional forester in Maine and New Hampshire, and a senior member of the Society of American Foresters. I have served as a member of the White Mountain National Forest

Supervisor's Advisory Committee, and now the Ad Hoc White Mountain National Forest Advisory Committee, for about 14 years.

My entire life has been in some way related to the White Mountain National Forest. As a youth with my dad and later with my wife, children, and grandchildren, I have hiked, camped, fished, and otherwise worked and operated timber on the forest. As a member of the ad hoc advisory committee, which is responsible for bill S. 1851, I participated in the deliberations by the various interest groups on the committee.

This bill, if passed, along with the wilderness acres already mandated, will represent 14 percent of our White Mountain National Forest. I am not a wilderness advocate. I support multiple use forest land management, and if thought necessary, agree with a certain part of that use can be wilderness. For this reason, I am part of the advisory committee's unanimous decision to propose S. 1851.

Many in the forest industry have traditionally supported "hard" release language. From my perspective, this is not necessary or desirable for the White Mountain National Forest. We rely on the forest planning process to make sure that the needs of all people who use the forest are met. That has happened in the past, is happening now, and I am confident that it can and will continue.

As an industry representative, I support this bill and urge its passage. My interest is the release of the forest plan so the Forest Service can get along with the management of 752,000 acres of public lands in New Hampshire and Maine.

Thank you for this opportunity to comment.

Senator JEPSEN. Thank you, Mr. Garland. I thank you for your very useful testimony.

I understand that the problem concerning the appropriate release language in S. 1851 and its relationship to the land management plan. There seems to be some question as to the ability of the language of this bill to protect the land management plans that will be issued by 1985. If some of our top lawyers are saying that problems can develop, would you agree that it is the responsibility of the members of this committee to consider this language very carefully before passing it?

Mr. GARLAND. Well, the language should be considered. I think postponing it would be unwise. However, you do have to listen to your legal counsel.

Senator JEPSEN. Do you feel the language that is presently in S. 1851 is adequate?

Mr. GARLAND. I believe so.

Senator JEPSEN. I thank you. Abigail Avery. Did I pronounce that right?

Ms. AVERY. Yes.

Senator JEPSEN. Welcome to Washington, You are chairperson of Public Affairs Committee of the Sierra Club.

STATEMENT OF ABIGAIL AVERY, CONSERVATION CHAIRMAN, NEW ENGLAND CHAPTER, SIERRA CLUB

Ms. AVERY. Thank you, Mr. Chairman.

I think the first thing I should do is to clarify that title. The real title that I have right now is as conservation chairman for the New England Chapter of the Sierra Club.

Senator JEPSEN. All right.

Ms. AVERY. And it is that hat that I wear because we believe in the chapters in whose area the proposed wilderness is should have a large say in what goes on there.

Senator JEPSEN. So the record will show that you are?

Ms. AVERY. Conservation chairman for the New England Chapter of the Sierra Club.

Senator JEPSEN. Conservation chairman of the New England Chapter of the Sierra Club. The record will show that.

Ms. AVERY. Right. Thank you.

Senator JEPSEN. Thank you for correcting me.

Ms. AVERY. We have 11,000 members, and they are in New Hampshire, Maine, Vermont, Massachusetts, and Rhode Island, and we have an executive committee that votes on things like this. They have unanimously voted to support this bill.

I am personally very glad to be here today. I have lived in nearby Massachusetts most of my life, and I've hiked up and down those mountains and looked up at or down at all of the areas that are being considered. I remember back just before the war we backpacked my oldest son, then a toddler, up to the top of Mount Lafayette. That is 5,250 feet high, which is not high by western standards, but it is quite high by eastern standards.

Senator JEPSEN. And you backpacked your son?

Ms. AVERY. Yes, on the trail.

Senator JEPSEN. All right.

Ms. AVERY. And we spent the day up there because it is above the tree line, and it is a very good place for finding wild cranberries, which are delectable, and during the day I remember looking out down into this great, green bowl, and that is the area that is being proposed as the Pemigewasset Wilderness.

I was up there 2 years ago, and it looked practically the same, as far as I can remember. It has not changed, which is one of the things that New Hampshire has been able to do, to keep it that way.

The second reason that I am happy to be here is that I have been fortunate in being able to be a part of the planning process that has gone on for that forest. I worked for the unit planning system. I worked in preparation of the eastern wilderness bill. I went on two trips out to Milwaukee and met with the regional Forest Service out there as a member of the, "public," and it was a very positive experience.

And most recently, I have been a member of this White Mountain Advisory Committee. I think of all of those experiences this present exercise that we have gone through was perhaps the most harrowing, but most rewarding, and I am hoping that the reward will continue by having this bill passed.

I do not agree with all of the decisions that were made. I do not think that Buhrman Garland agreed with all of the decisions that were made. But I wish that particularly we could have gotten the Wild River Area, which is one of those that is in further planning included. It again is one of these bowls.

We are strongly in favor, however, the Sierra Club nationally and the chapter, in the planning process. We have taken part in the planning process in many aspects of the environmental field, but particularly in this one.

And the third reason for coming down here, frankly, Mr. Chairman, is exasperation that here we have a plan, a draft plan, a 10-year planning plan, and I know because I was part of the input a year and a half ago into what should be in that draft. In fact, in Milwaukee, as I talked there to the regional director, his hand rested on something which said "Draft Plan, White Mountain National Forest." He would not lift his hand so I could look at it, and I have not had a look at it yet. That is exasperating because I know the amount of work that went into it, and I hope very much that you will move this bill along rapidly, and I understood that you said so, and I am delighted that you are.

I know that we will continue to be very active in this, and I speak for the whole New England chapter in this. Passage of this bill is not the end. We are going to really look at the draft plan when it comes out, and we are going to see what has happened to the wilderness areas that were not included in the bill. We hope of course, being a Sierra Club, that there will be more areas included, and I do not know whether Buhrman agrees with me, but he and I will fight squarely on this, and I am hoping that we will get some more wilderness.

Thank you very much.

Senator JEPSEN. Thank you. I think it is great testimony to the project itself that you and other people, even though you have interests specifically through your associations and organizations within the State, come from without the State to testify on behalf of a project that is within the State of New Hampshire.

Ms. AVERY. Right. It is interesting that the forest people told me that 33 percent of the visitor days on this forest are from Massachusetts, less from New Hampshire, less from Maine, less from Vermont. So I have a really pretty big stake.

Senator JEPSEN. You have a real vested interest. You have more visitors to that park than the State in which it exists.

Ms. AVERY. Yes, exactly.

Senator JEPSEN. Interesting. That is another thing for those of us from the Midwest, when we go to New England. I was manager for Connecticut General Life Insurance Co. for many years in Hartford, Conn., and I do not know how many years it took me to educate the home office people on distances that we had in Iowa. If I was looking for a technical manual or book—we had two offices in Iowa, one in Des Moines and one in Davenport, and I had the Davenport office—and many times in the early years I would call and say, "I need this information, this source, this part of this technical manual in the State." They would say, "Well, why don't you just run over to Des Moines and pick it up?" I said, "But Des Moines is 175 miles. You know, you don't just run over there." Then I'd say, "I'd like a position appointed for medical examiner in Rock Island, Ill." They would come right back and say, "Well, what are you doing in Illinois?" I would say, "Well, it is just across the river from where I am in Davenport."

So you do have this distance factor which in terms of what we know in the Midwest or the West is just next door practically to those of you in Massachusetts. Thirty-three percent you said used New Hampshire. You do have a real interest in it.

Ms. AVERY. There is just one other thing, if I may, I would like to add to my testimony. I meant to mention it, and that is that though we may disagree on some areas, I believe all of the members of the advisory committee are agreed on this soft release language rather than the hard release, and luckily Tim Mahoney of the National Sierra Club staff is here this afternoon, and he can answer questions on that much better than I can. But we support that position.

Senator JEPSEN. James T. Mahoney is coming up next. So I thank you very much.

At this time I would like to call Peter Kirby, director of the forest management program, the Wilderness Society; Scott Shotwell, assistant vice president, Government Relations, National Forest Products Association; and James, and I now know, Tim Mahoney, Washington representative, the Sierra Club.

You may proceed in any manner which you so desire. Again, your statements will all be entered into the record as though read.

Have you decided who will go first?

Mr. KIRBY. Well, why don't we proceed in the order that we are listed.

Senator JEPSEN. All right. Pete, that makes you up to bat first. Welcome.

STATEMENT OF PETER KIRBY, DIRECTOR, FOREST MANAGEMENT PROGRAM, THE WILDERNESS SOCIETY

Mr. KIRBY. Thank you very much, Mr. Chairman.

My name is Peter Kirby.[1] The Wilderness Society opposes S. 1851. The measure fails to provide adequate and necessary protection for many of the outstanding wild places in the White Mountains. As we shall discuss in more detail, the bill releases from wilderness study and for possible development about 260,000 acres, over three times the acreage being established as wilderness.

Upcoming development plans for the White Mountain National Forest threaten to road and log many of these wild places and make their release from wilderness study and their current protection irreversible.

To remedy these shortcomings, the society proposes that six wilderness areas of exceptional wilderness character, totaling about 146,000 acres, be made wilderness study areas. This would insure that their wilderness qualities are fully and carefully evaluated, and that they remain protected for Congress and the public to make the decision about their future.

Mr. Chairman, our position on this bill is not based on generalized goals, as Senator Rudman suggested, but on specific concerns about the stellar natural values of the White Mountains. Let me explain.

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[1] See p. 52 for the prepared statement of Mr. Kirby.

As George Hamilton pointed out earlier, the populous Northeast contains very, very few units of the National Wilderness System. Though New England, New York, and New Jersey are home for 17 percent of the population of the United States, less than one-tenth of 1 percent is presently designated as Federal wilderness. Additional wilderness must be designated in the Northeast to provide for the present and future needs of the region.

The 750,000-acre White Mountain National Forest encompasses some of the most rugged and scenic land in the East. Eligible for wilderness designation in the forest is a total of at least 336,000 acres of wild lands, precious lands, in light of the scarcity of these open spaces, as earlier witnesses have noted.

However, the proposed legislation would drop 15 areas from wilderness study and make them available for nonwilderness uses, including roading and timbering.

Put another way, for every wilderness acre proposed for wilderness designation in this act, over three other acres of potential wilderness land are released from wilderness study for possible development.

Predraft alternatives for the upcoming forest plan allocate the bulk of these released areas to roading and timbering. Our concern that the upcoming plan will, in fact, permit development in these areas was heightened by recent release of the final regional guide for the eastern region. Attached to my testimony are the so-called assigned objectives for the White Mountain National Forest from Milwaukee.

These objectives call for annual timber sales to be almost doubled and for annual permanent road construction to be tripled.

To achieve these kinds of goals will irreversibly alter and destroy the wild and roadless character of the White Mountains. In our view, far too many superlative areas equally deserving of wilderness status as the areas in the bill are left without any assured protection if this bill becomes law.

I will not go into the specific areas that are contained in the testimony, but I do call your attention to the six areas that are described, their special values and the threats to them from upcoming possible roading and timbering.

Before giving up the regionally and nationally significant opportunities available in the White Mountains, we must, at a minimum, retain the option of future wilderness through wilderness study designation. Therefore, we propose that six areas, totaling 146,000 acres, be included as wilderness study areas in the bill. They are Carr Mountain, Kinsman Mountain-Gordon Pond, Kilkenny, Caribou-Speckled Mountain, Wild River, and the Pemigewasset Extension.

Let me also add, Mr. Chairman, at this time that two other national groups join with us in making this proposal, the National Audubon Society and the Defenders of Wildlife. Their representatives have submitted statements for the record, and I ask that they be included.

Senator JEPSEN. They will be entered in the record.[1]

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[1] See p. 67 for the prepared statement of Brock Evans of the National Audubon Society and p. 67 for the prepared statement of Allen E. Smith, president, Defenders of Wildlife.

Mr. KIRBY. Thank you, Mr. Chairman.

The Wilderness Society recognizes the extended commitments of time made by all of those who have worked on this proposal and brought it to introduction and a hearing. With provisions to allow for wilderness study for remaining prized areas, we believe that this legislation may provide appropriate protection for the many ridges, crags and wooded ravines of the White Mountains which have greater value with each passing year.

Thank you.

Senator JEPSEN. Thank you.

Let me clarify in my own mind what I hear you saying. You say that this bill automatically, in and of itself, triggers the, what you called, timbering and roading of these other areas. Is that what the bill says, or is that what you think will happen?

Mr. KIRBY. Well, that is one of the effects of the bill.

Senator JEPSEN. That is not what the bill states. Though it is not in writing in the bill, that is what you feel is some of the end result of making the White Mountains or setting those aside, that it is a cause and effect thing, and it will cause those other things to happen?

Mr. KIRBY. In effect, yes.

Senator JEPSEN. But it does not specifically state it in the statute, in the bill?

Mr. KIRBY. Well, the statute specifically states that these areas are not to be considered for wilderness and are to be made available for uses other than wilderness, such as timbering and roading.

Senator JEPSEN. Several of those areas that you mentioned—I was trying to look as you named them—have been mentioned here as being included, I thought, for further study. Is that wrong?

Mr. KIRBY. Yes, and no, sir.

Senator JEPSEN. Yes and no. That helps.

Mr. KIRBY. There was an amendment that was put in the bill on the House side that would provide for wilderness study for two of the areas, the Kilkenny Area and the Caribou-Speckled Mountain Area. Secretary Crowell mentioned this earlier, you may remember, and so we certainly welcome those amendments on this side, as well.

Senator JEPSEN. Are there objections to those amendments by the group?

Mr. KIRBY. Not by the ad hoc advisory committee, as I understand.

Senator JEPSEN. I thank you.

Mr. KIRBY. Thank you.

Senator JEPSEN. Scott Shotwell.

STATEMENT OF SCOTT SHOTWELL, ASSISTANT VICE PRESIDENT, GOVERNMENT RELATIONS, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. SHOTWELL. Thank you, Mr. Chairman.[1]

First of all, the National Forest Products Association would like to congratulate Mr. Bofinger and members of the White Mountain

[1] See p. 68 for the prepared statement of Mr. Shotwell.

coalition for reaching a compromise in the acres in New Hampshire. However, the National Forest Products Association has to go on record in opposition to S. 1851, based on the so-called soft release language.

Some of the members in the forest products industry in New Hampshire are uncomfortable with this additional wilderness acreage. Other members regard S. 1851 as a reasonable compromise. It is NFPA's position that this bill represents a substantial improvement over previous legislative initiatives.

Our testimony today is based on the inadequate release language in the bill. There is no certainty that the lands not designated as wilderness will remain available for nonwilderness uses.

From the timber industry's point of view, the key resolution to the roadless area issue is reasonable wilderness designations and the implementation of strong and clear sufficiency language to end legal challenges based on RARE II and release language to provide some element of certainty for a reasonable period of time.

Wilderness classification provides permanent protection for allocated areas. A similar degree of protection should be provided for nonwilderness acres. Release language as contained in section 5 of the bill provides very little protection. It provides a release for only the initial management plans and only until the first revision.

The Forest Service's National Forest Management Act regulations provide that revisions may be considered at any time. This means that as early as 1985, the wilderness characteristics of roadless areas will again become a dominant factor in Forest Service planning and management. This so-called release hardly provides stability of land management for the forest users of New Hampshire.

Section 5 of the bill does contain adequate sufficiency language to end the threat of legal challenges to RARE II environmental impact statement, but unfortunately does little to protect potential future multiple-use management on the nonwilderness RARE II lands. This can be done only with strong release language.

When should the wilderness option for roadless areas again be considered? The initial plans are to be completed by September 30, 1985. The National Forest Management Act provides that a plan shall be in effect for no longer than 15 years before it is revised.

In this connection, S. 1851 should be amended to provide for release language similar to that contained in S. 543, the Wyoming wilderness bill passed by the Senate earlier this year. This approach offers a realistic solution to a controversial problem by saying that wilderness option would be considered in each future planning generation begun after December 31, 2000.

Under this language, the Forest Service may conduct a timber sale in a roadless area and not be challenged on the basis that the area be considered for wilderness in a future planning cycle. Once into a second-generation plan, the Forest Service may, of course, manage a roadless area according to the plan and the wilderness option be considered at that time.

In short, the wilderness option must be considered in each future planning generation begun after December 31, 2000, and I would like to add, Mr. Chairman, that prior to this time we have been in favor of national permanent release language, and we now see that

the best solution to trying to resolve a problem is to compromise with the year 2000.

One other thing I just wanted to add, with regard to Mr. Kirby, he mentioned the multiple use lands for roads and timber harvesting. Well, those multiple use lands also are managed for back-country and recreation areas, et cetera. So it is not just for harvesting of timber.

Senator JEPSEN. Am I tracking correctly that you, sir, Mr. Kirby, and you, Mr. Shotwell, both opposes S. 1851, but not necessarily for the same reasons?

Mr. SHOTWELL. That is correct.

Senator JEPSEN. Thank you.

Tim, you are next.

STATEMENT OF JAMES T. MAHONEY, WASHINGTON REPRESENTATIVE, SIERRA CLUB

Mr. MAHONEY. Thank you, Mr. Chairman.[1]

I am Tim Mahoney from the Washington Office of the Sierra Club. Abigail Avery is our person on the scene in New England and has spoken about the bill itself, the areas protected in the bill itself. I would like to speak about release language, particularly why the formulation that we have in the bill is there, what it means, and why our group and other groups reject some of the other formulations that have been proposed.

I think to start, most simply, the Forest Service does not need new legislation in order to conduct timber sales or build roads. That exists under the current forestry laws. So long as they are in compliance with those laws, timber sales may go forward.

Wilderness supporters, on the other hand, must pass a law or must see to it a law is passed in order to see that lands enter the wilderness system, and opponents of wilderness may come before the Congress and oppose the law.

Once upon a time, when the Congress was considering the original Wilderness Act, wilderness proponents suggested that a passive system exist, that the Forest Service could just recommend a wilderness area, and it would automatically go into the system, and it would take a law to be passed in order to undesignate it. That was rejected by the Congress, and we have to have the burden of passing the legislation. Likewise, if an area is ever to be declassified from wilderness, a law would have to be passed.

We accept that burden precisely to achieve that type of permanence. But every bill that has wilderness, particularly controversial bills, receives a scrutiny similar to what this bill is receiving today, and the more controversial the bill is, the more scrutiny it gets. So it is not as if the lands go into the wilderness system in a willy-nilly fashion.

On the other hand, RARE II was supposed to also provide lands for development, and it did so. In 1979, RARE II was completed, and even though very few of the wilderness bills have been enacted as a result of RARE II, development has been proceeding without any release legislation since that time, in over hundreds of thou-

[1] See p. 70 for the prepared statement of Mr. Mahoney.

sands or even millions of acres of our national forest and in some areas in New Hampshire.

Now, the timber industry came up with the idea of release language in about 1979, and they had sort of two goals that they wanted to see achieved. One was that there would be no lawsuits possible over RARE II and over whether legally it met all of the requirements of law, particularly the National Environmental Policy Act.

Their second objective was to supersede the existing forest laws to prevent wilderness from being periodically considered as part of the land planning process. Now, as we go along in the land planning process, some lands are going to be developed, and they are just not going to be eligible for consideration, but some lands may survive, and they will primarily be the lands that have very low value for resources.

Under the way the current forestry laws operate, those surviving lands could be considered—they do not have to be recommended; many of them probably will not be recommended, but the Forest Service, as professional land managers, must consider all of the lands that qualify for wilderness as they consider timbering or cattle grazing or water quality or mining or the other aspects of the forest. They are not bound to come up with some solution. They are only bound to give it consideration, and that we do not think is very threatening.

It turns out that the RARE II statement was not considered legally sufficient. Environmental groups did not sue over the RARE II process. The State of California did, and the State of California won the lawsuit. The judge said that it had not given enough consideration to the destruction of wilderness. It had overcompensated on the development side.

Consequently, when congressional delegations want to go ahead and resolve the wilderness issue in their State, they do have to take care of this legal problem, and they do have to pass some sort of release language.

In 1980 two bills that were before the Congress, one in each house, came along at about the same time. One was the California bill, where the lawsuit actually existed, and one was the Colorado bill, which was at that time in the Senate and where the potential for a similar suit existed even though one had not been brought. Two sets of negotiations were set up. The two Colorado Senators, Hart and Armstrong, sat down and tried to work out a compromise on this area of legislation called "release," and likewise within the California delegation, on the House side, a series of meetings were held. On the California side, the House side, the timber interests and the Sierra Club and the Chief of the Forest Service were also included in the negotiations.

In the end, both sets of negotiations came out with a compromise, which has since been called soft release, and it takes care of the first problem, the lawsuits, and it sees to it that RARE II in the context of one of these wilderness bills is over and the lawsuits are mooted and there can be no lawsuits over it, and timber production and those aspects will not be held up by wilderness. RARE II was meant to consider wilderness during that generation of national

forest plans that was ongoing in the 1970's, and which we are hopefully going to complete by the year 1985.

What the compromises in each case would not do is tell the Forest Service how to manage the lands that were released. They did not say you had to develop them. Some of those lands might be back country. Some of them might be managed for wildlife. Some of them may be put in timber production. Congress said: They are released. All that we are saying is that they do not have to be kept in a wilderness status.

The second thing that the language did not do is it did not try to amend the National Forest Management Act, alter the planning cycle, or alter future plans and their consideration of all uses.

We can accept this. We did not invent it, because in a place like New Hampshire, it does not mean that we are in any kind of a "winner take all—forever" position. We can work within the planning process with the Forest Service. We know that we are not shut out. We know that it is not illegal for the Forest Service to consider more wilderness, if they so desire, just as it is not legal for us to hold up the planning process through lawsuits over this wilderness question and over RARE III.

The Wyoming version, which we oppose which has been proposed by that delegation, differs in two respects, and this is the so-called hard release language. One, and I am not sure which of these is the most important. They are both important. One is that instead of saying that the Forest Service has a power to manage the lands for whatever uses that they wish to manage the lands for, that their professional judgment says, it says they shall be managed for nonwilderness uses, and they may not be managed in a way that will protect their wilderness quality until Congress directs them.

In other words, if the Forest Service believes that a piece of land should be recommended for wilderness, if it is in their professional judgment that that is the way it should be, the legislation in the Wyoming bill would prohibit them from actually managing it in such a way while the Congress considered it. These are only recommendations, and the recommendations are not permanent. The recommendations are reconsidered in the planning process if the Congress does not act on them.

Indeed, the Reagan administration has changed many of the recommendations coming out of RARE II already. They are not permanent.

The other thing that the Wyoming language would do is it would mean that it would be illegal for the Forest Service to reconsider wilderness no matter what the justification until the next century.

Now, we are operating under the National Forest Management Act, which has a series of cycles. The first cycle is supposed to be done by 1985, and it will be revised some time in the 1990's. If the plan were to come up in the 1990's under the Wyoming law, it would be illegal for the Forest Service to consider wilderness. It would be illegal for them to consider the judgments of a group such as the ad hoc group in New Hampshire no matter what the reasons are.

We believe that that is going too far beyond what RARE II has set out to do and far beyond what was agreed to in the 1980 compromise negotiations.

Thank you very much.

Senator JEPSEN. You are saying that the hard release prevents forest management from acting and working in the preservation of wilderness?

Mr. KIRBY. That is correct, Mr. Chairman. The hard release formula amends basic forestry law as Congress established it in the National Forest Management Act to prohibit the agency from looking at wilderness as an option in the planning cycle to occur in the 1990's, as Mr. Mahoney said.

Senator JEPSEN. Which in one sentence does what? You have got to harvest. You have got to take in recreation. You have got to do anything except keep it like it is; is that right?

Mr. MAHONEY. Instead of a 10-year or 15-year cycle, when uses would be reconsidered, let's say if the plan was reconsidered in the year 1998 or 1999 or even in the year 2000, there might be another 10 to 15 years into the next century. So we may be 30 years of development just in the planning cycle.

And I would like just to say that the development of these lands started in 1979. It may be 15 or 20 years before wilderness is ever reconsidered, and in the hard release, the worst case of the hard release, it might be 35 years.

Senator JEPSEN. I am trying to understand this conversation and to interpret your comments. Wilderness, as you view it, what does that mean?

Mr. KIRBY. Wilderness is recognized by the Multiple Use Act as serving multiple uses, watershed protection, recreation, fish and wildlife habitat, livestock grazing. Only one of the multiple uses is prohibited, which is commercial timber harvesting. So it is a multiple use management for all multiple uses except timber harvesting.

Senator JEPSEN. So wildlife management is included. They can hunt?

Mr. KIRBY. Yes, hunting and fishing are allowed, and in fact, sometimes wilderness is a preferred form of wildlife management for species that need undisturbed habitat.

Senator JEPSEN. Now, harvesting is also a form of management, as I understand, but that is prohibited; is that right?

Mr. KIRBY. Commercial timber harvesting is prohibited in wilderness areas.

Mr. MAHONEY. In the wilderness.

Senator JEPSEN. I see. I am asking a question that I do not know the answer to. But if I understand correctly, in the techniques that provide for a healthy forest, just like you need to manage and harvest for wildlife, you also need to manage and harvest for the trees, taking some out, and replanting, and related actions. Is that prohibited?

Mr. KIRBY. Commercial timber harvesting is prohibited. What is key in understanding this is that wilderness provides diversity in wildlife management and in management of our national forests. Some areas are kept in their undisturbed state as wilderness, but then other areas are roaded and managed for timbering. So wilderness is an essential element for all uses.

Senator JEPSEN. But other areas are managed for timbering. Since it is not commercial, who does the timbering?

Mr. KIRBY. I am referring to areas that are not wilderness. What I am saying is that wilderness provides for diversity in management of the national forests as a whole by having one end of the spectrum of management, areas left undisturbed while other areas are disturbed and managed for mining and timbering.

Mr. SHOTWELL. Mr. Chairman, the White Mountain National Forest encompasses 752,000 acres. This bill would only designate 77,000 acres as wilderness, but the area to be released would allow the Forest Service to use its own judgment about development and, say, where wildlife management would be aided by some timbering, but it would not prohibit the Forest Service from considering additional wilderness.

Senator JEPSEN. So you are against S. 1851 because it has soft release.

Mr. KIRBY. No, Mr. Chairman. We endorse the position that Mr. Mahoney explained of soft release.

Senator JEPSEN. I thought you were for hard release.

Mr. KIRBY. No, we support soft release. Our quarrel is with the amount of acreage that is released.

Senator JEPSEN. You want more released.

Mr. KIRBY. No, we want less released. We want more protected as wilderness study areas.

Senator JEPSEN. Well, the record will get this straightened out. [Laughter.]

Scott, thank you for your patience and waiting. Go ahead.

Mr. SHOTWELL. Well, I would just like to say that with the soft release, the key is on the word "revision." When is the plan to be revised, and what could trigger a revision?

There could be many appeals or lawsuits saying that this plan is inadequate for whatever reason, and the courts could find, yes, that there was an insufficient consideration of wilderness or no consideration given to wildlife, and put an injunction on the plan, and this could happen any time after 1985 or even prior to that time.

Then the Forest Service would be required to go back and revise a plan. Therefore, it would cause or trigger that the Forest Service look at the wilderness characteristics any time that the plan is, in fact, revised. So we feel very antsy about the word and the soft release language that is being used in the bill.

I believe, talking about the wilderness and whether you can manage the forest, well, they can manage the forest to something beyond just harvesting and roading. Management goes to back country roads and trails and so on, but there are, you know, area management techniques to hold the land so it would not lose its wilderness characteristics, so they could in the future plan for wilderness and yet manage it as roadless areas.

Mr. MAHONEY. Mr. Chairman, if I may, the word "revision" of the plan, which is used in the release language, is used precisely because it has a precise meaning from the National Forest Management Act, which uses the same term, revision, and revision means that the plans have a lifetime of no more than 15 years. The old Forest Service regulation said they should be 10. The new Forest Service regulation under this administration says they can be 15, but after that period they are revised.

So the soft release language not only prohibits the type of lawsuit that was brought in California over the RARE II, but it also makes it very clear in the second provision that this is the wilderness consideration for the initial plan.

So I think if there is any question, the language says that RARE II did what it meant to do, consider wilderness for the first plan. If for some reason a plan was considered inadequate for other reasons besides wilderness, it would still be the initial plan. It would just be done over again.

If there is any problem with that, I would be happy to work with the committee staff to see that the committee report makes it very, very clear what is intended. When the original committee report was written in 1980, after the compromise sessions, the representative of the timber industry was invited to draft the report just so that these misinterpretations would not be made, and he did so, and that is the original committee report that was used. It is in my testimony, and it was adopted by the Senate Energy Committee unanimously, and they chose to base their report on the House report so that there would be some consistency.

I think ultimately you just have to look at the States that have put this formula in place. There are now six States in their entirety, and portions of the seventh State, that have this formula in place, and from the testimony from the Forest Service, it works. The planning is ongoing. There have not been lawsuits. There have not been massive appeals, and there has not been wilderness reconsideration other than specifically mandated by the laws.

Senator JEPSEN. It is obvious each of you have testified on the bill rather strongly concerning the release language that should be incorporated in the final version, and I know you have all listened to each other and that you have responses and have had additional comments. I think it has been very healthy for the record and for the committee.

If I may, I would like to have a kind of one summary last statement, if that is satisfactory with all of you. It has been just delightful. It has been very informational to me, the give-and-take here.

Let's start in reverse. Tim, do you want to make your final statement?

Mr. MAHONEY. Well, I will just say that the Sierra Club supports S. 1851. Like the Wilderness Society, we wish that there could be more wilderness, but we worked with the ad hoc group, and we support the wilderness that is in it. You know, we reluctantly see some that is not in it, and we feel that we can support it precisely because of the soft release language.

Senator JEPSEN. Scott.

Mr. SHOTWELL. Well, if it is the intention to let the plans run for the full cycle, which can be anywhere up to the year 2000, since it is a 10- to 15-year cycle, then we feel that it should be put into statute and not the report language. We feel that report language does not have the standing that statutory language does, and we feel much safer if, in fact, it would be in the statute.

Senator JEPSEN. Pete.

Mr. KIRBY. Thank you.

In 1976, shortly before you were elected to the Senate, this committee voted out the National Forest Management Act. That act,

the basic forestry law, establishes that wilderness is one option to be looked at as lands are planned and allocated, just like timber management, livestock grazing, and so forth.

The soft release formula ratifies that law and keeps basic forestry law intact as this committee approved it in 1976.

So we join with the Sierra Club and the groups from New Hampshire in supporting soft release. However as I mentioned earlier, too much land is released to what we see as real threats from road building and timber cutting. So we urge the committee to establish a few wilderness study areas so that those unique areas get looked at and considered, have their day in court, if you will, before they are irreversibly changed.

Thank you.

Senator JEPSEN. I thank you. I thank all of the people who have appeared here today. It has been a very interesting afternoon for me. I hope that you have found it to be equally as interesting. It will be profitable for the committee in their final review and work on this bill.

Thank you very much for your efforts and your appearances here this afternoon.

[Whereupon, at 4:42 p.m., the subcommittee adjourned, subject to the call of the Chair.]

APPENDIX

Statement of Hon. Walter D. Huddleston, a U.S. Senator From Kentucky

Mr. Chairman, S. 1851 would designate an additional 77,000 acres of National Forest land, located in New Hampshire, as wilderness. It is my understanding that this bill has the support of the entire New Hampshire Congressional Delegation and that the various groups having an interest in this land worked together in developing this legislation.

Developing this legislation with the cooperation of local groups, representing divergent interest, establishes a good precedent for handling bills of this nature. Local citizens and groups are well qualified to determine the uses of certain parcels of National Forest land. For that reason, I believe the Committee should carefully consider the recommendations of these local groups before making substantive changes in the bill that could upset what appears to be a delicate compromise.

I look forward to reviewing the testimony of today's witnesses.

Statement of Hon. Gordon J. Humphrey, a U.S. Senator From New Hampshire

Mr. Chairman and members of the committee, it's a great pleasure to be here this afternoon with Senator Rudman to testify on S. 1851, The White Mountain National Forest Wilderness Act of 1983. Senator Rudman and I introduced this legislation on September 15th of this year, and we are grateful to the chairman for scheduling this hearing on the bill.

We are proud of this bill and urge its speedy enactment, not only because it will add 77,000 acres to the permanently protected natural heritage of our State, but also because it is truly a consensus package, a compromise that all the interested parties and forest users fully support. Indeed, our bill is the product of detailed negotiations among a broad spectrum of user groups including conservationists, hikers, timber companies, snowmobilers and skiers. All members of the State's congressional delegation and the governor have pledged to help enact this legislation as quickly as possible.

Our bill will extend one existing wilderness area and will create two new wilderness areas for a total of 77,000 additional acres of statutory wilderness. First, two tracts totaling 7,000 acres will be added to the Presidential Range-Dry River Wilderness area which was established by act of Congress in 1975. Second, a 25,000 acre Sandwich Range Wilderness will be created. And third, the bill will designate a 45,000 acre parcel in the Pemigewasset Valley, the largest roadless area in Federal ownership East of the Mississippi, and one long recognized for its wilderness potential.

Coupled with the 25,932 acres in The White Mountain National Forest already designated as wilderness, this will make for just over 100,000 acres of statutory wilderness in our 752,000 acre forest. We believe that for the moment at least, this amount of wilderness will well serve the needs of our state and the six million people who visit the National Forest each year.

I would like to take a moment to provide some history and describe how we arrived at this point. The second roadless area review and evaluation (RARE II) process identified 168,000 acres of wilderness for The White Mountain National Forest. Released in January 1979, these forest service recommendations were based on a very strict reading of the RARE II guidelines, and greatly exceeded the levels supported by the vast majority of granite staters. Later in 1981, the Forest Service revised its wilderness recommendations to 33,000 acres, including the Sandwich Range and an extension of the Presidential Range—Dry River Wilderness area.

I fully supported these revised recommendations, as did the majority of the State's Congressional Delegation and the governor. It was expected that these recommendations would be included in the first forest management plan and perhaps proposed for designation in an administration recommendation for wilderness legis-

lation. However, as we all know, a 1982 U.S. Circuit Court decision in California threw into question all the RARE II plans throughout the country. We in New Hampshire were faced with the choice of either a twelve month rehash of the RARE II process for trying to obtain so-called "sufficiency language" in federal legislation to exempt us from having to repeat the RARE II process.

I worked closely with Mr. Paul Bofinger, President of the Society for the Protection of New Hampshire Forests, and others intimately concerned with the future of White Mountain National Forest, to help determine the feasibility of obtaining sufficiency language for the forest. There was a very strong sentiment in the State that a repetition of the RARE II process (some have called it a RARE III) would accomplish nothing new. It was not expected that reopening this question now would lead to any different conclusion than had already been reached. Unfortunately, however, a straight "sufficiency language" bill for the White Mountain National Forest stood no chance of passage.

Knowing this, Mr. Bofinger reassembled the White Mountain National Forest advisory committee on an ad hoc basis. This sixteen-member group was originally appointed in 1971 by the forest supervisor to aid in formulating management policies for the forest. Although later absolved of any official responsibilities due to budgetary constraints, the group played a major role in the RARE II process and has continued to meet from time to discuss wilderness and other forest issues.

At its first meeting this year, the members of the ad hoc committee agreed that rather than repeating the RARE II process, they preferred to bite the bullet and attempt to formulate a legislative proposal that would designate a substantial amount of new wilderness and also provide the sufficiency language necessary to allow release of the forest management plan. The committee went through a number of long, arduous, and detailed working sessions, and finally produced a compromise package that would designate 77,000 acres of new wilderness. This is less wilderness than some committee members had hoped for, and more than others wished to see. However, the designation of 77,000 acres of wilderness is a true compromise between these interests.

In addition, it must be pointed out that an essential cornerstone of the compromise is the agreement on so-called "soft release" lanugage. We in New Hampshire view wilderness as an evolving proposition, not as an issue that is faced once and never dealt with again. Indeed, as our population expands, we expect to see additional demands for recreational and permanently protected areas, and therefore keeping the wilderness option open in each of the future management plans is an essential feature of our legislation. Any efforts to make other than technical modifications in the release language would be contrary to the wishes of both the ad hoc committee and the people of New Hampshire.

Over the 72-year history of the White Mountain National Forest, the public has come to play an important role in the management of the forest. There has developed a mutual trust and understanding between the people of New Hampshire and the forest service to the point where today management of the forest is a true partnership.

One of the goals of our wilderness bill is to allow the release of the draft forest management plan. The members of the ad hoc committee and the organizations they represent are anxious to have a chance to review and comment on the proposed plan. Those areas which are not designated as wilderness by our bill will be managed according to this plan. We have every confidence that through the public participation mechanisms, the forest management plan can be modified, if necessary, to provide whatever additional safeguards may be desired in order to ensure protection of other areas which possess strong wilderness attributes but are not given statutory protection by our bill.

I also want to point out that a small portion of the forest lies over the border in the State of Maine. The Maine congressional delegation is currently consulting with various interest groups in Maine in order to reach an agreement on future management of this tract known as Caribou-Speckled Mountain or Evans Notch. We are hopeful that in the near future the Maine delegation will be able to join in full support of our legislation.

In closing, Mr. Chairman, let me stress once again that S. 1851 enjoys the support of the full range of forest users in the State New Hampshire, and is a true consensus bill. This bill is supported by all the major environmental and conservation groups in the State, including the Society for the Protection of New Hampshire Forests and the New Hampshire Audubon Society. At the State, regional and national levels, the Sierra Club fully supports our efforts. In addition, the bill is supported by such timber companies as the James River Corporation and Saunders Brothers. Recreational users such as the New Hampshire Snowmobile Association, the Specialty

Vehicle Institute of America, and the Appalachian Mountain Club have also thrown their weight behind our bill.

It is our hope, Mr. Chairman, that we can move this bill quickly in order that wilderness designations can be made and we can get on with future management of the forest. I thank you and the other committee members for listening, and I respectfully request your support for the bill.

Mr. Chairman, that concludes my statement and I stand ready to answer your questions following Senator Rudman's testimony.

Thank you.

STATEMENT OF HON. JOHN B. CROWELL, JR., ASSISTANT SECRETARY FOR NATURAL RESOURCES AND ENVIRONMENT, U.S. DEPARTMENT OF AGRICULTURE

Mr. Chairman and members of the committee: I am pleased to have this opportunity to present the Administration's views on S. 1851 that would designate additional wilderness in the White Mountain National Forest, which is the only National Forest in the States of New Hampshire and Maine. The Forest is primarily located in New Hampshire but extends into Maine as well.

S. 1851 would designate two new wildernesses and one addition to an existing wilderness in the State of New Hampshire for a total of 77,000 acres. The areas to be designated include the Pemigewasset area, approximately 45,000 acres; the Sandwich Range area, approximately 25,000 acres; and the Presidential Range-Dry River addition, approximately 7,000 acres. All three of these areas were recommended for wilderness designation in the RARE II Final Environmental Impact Statement which was issued in 1979.

The proposed Pemigewasset wilderness was later changed to the further planning category as a result of comments received from the New Hampshire Congressional Delegation and the Governor during the comment period that followed the issuance of the Final Environmental Impact Statement. However, it is our understanding that S. 1851 represents a consensus among the members of the Congressional Delegation and the Governor of the State of New Hampshire that the Pemigewasset area become wilderness.

We, therefore, support designation of the areas recommended for wilderness designation in S. 1851. We approve, likewise, of the bill's declaration that the RARE II Final Environmental Impact Statement for New Hampshire and Maine was legally sufficient and that adequate consideration had been given to the wilderness and nonwilderness values for all roadless areas in these two States recommended in RARE II either for wilderness designation or for uses other than wilderness. The desirability of incorporating this concept was enhanced by the decision of the United States Court of Appeals for the Ninth Circuit in the State of California, et al., vs. Block, et al., handed down in October 1982.

The release language contained in section 5(b)(2) would release the roadless areas of the White Mountain National Forest in both New Hampshire and Maine that were inventoried in RARE II and designated for wilderness by this bill. The areas would be released from further wilderness consideration only until the initial land management plans prepared under the National Forest Management Act of 1976 are revised. We continue to recommend that the release language be strengthened to provide more long term or permanent stability to the National Forest System lands that are to be managed for multiple uses other than wilderness.

We believe that, since Congress has now considered roadless and undeveloped lands in the State of New Hampshire and Maine for designation as wilderness and is now in the process of enacting wilderness legislation, the remaining National Forest System lands not designated as wilderness in New Hampshire and Maine should not only be released in this bill from further wilderness consideration, but that such release should be permanent or at least long term.

We recommend that the bill be amended on page 4 lines 21, 22, and 23 by deleting all words following the word "option" and substitute, in lieu thereof, the words "in any future plans," and on page 5 line 4 deleting the words "pending revision of the initial plans."

We are aware that some amendments may be offered to S. 1851 in regard to the Kilkenny area in New Hampshire and a portion of the Evans Notch area in Maine. We would like to take the liberty of addressing these potential amendments.

The release language in section 5 of S. 1851 would release roadless areas reviewed by the Department of Agriculture in RARE II. The Kilkenny area and the Evans Notch area were studied for their wilderness potential in individual unit plans completed in 1975 and 1977, respectively. These areas were not reevaluated in RARE II

but will be further analyzed for their wilderness potential as part of the Forest Plan currently being prepared.

We do not believe legislation is needed to assure reevaluation of the wilderness potential of these areas; however, if Congress feels legislation is desirable to clarify the situation, we would not object, providing the language clearly states that the evaluation will be completed as part of the forest planning process. We also believe it is essential to clearly state that the Forest Plan will result in a decision to manage the areas either for multiple uses other than wilderness or a recommendation to the Congress that the areas, or portions thereof, be designated as wilderness. This provision is necessitated by the decision of the Western District Court in North Carolina that, when further planning areas east of the 100th meridian are studied as part of the forest land management plans the decision can be either to manage the area for uses other than wilderness or recommend the area to the Congress for designation as a Wilderness Study Area.

The Evans Notch area would include the area called Caribou-Speckled Mountain. The amendment in question states that lands within the Evans Notch Area, Maine, identified for wilderness consideration in the Forest Plan shall be managed to protect their present wilderness character until Congress determines otherwise. It is important that such an amendment be amended to make it clear that the management requirements apply only to the areas found suitable for wilderness in the Forest Plan and, subsequently, recommended for wilderness designation to the Congress. We also believe it is important to provide a specific period of time for Congress to act on the recommendations, such as one full Congress.

The final provision of the propopsed amendment would direct the Secretary to calculate the potential yield for the White Mountain National Forest based on the timber volumes within areas identified for wilderness consideration. This provision would in the long run direct the Forest Service to overcut the Forest. We cannot accept this provision if offered.

Mr. Chairman, the Department of Agriculture recommends enactment of S. 1851, if the release language contained in section 5 of the bill is amended as suggested.

This concludes my prepared statement. I will be happy to answer any questions you may have.

STATEMENT OF PAUL O. BOFINGER, CHAIRMAN, AD HOC WHITE MOUNTAIN NATIONAL FOREST ADVISORY COMMITTEE AND PRESIDENT/FORESTER, SOCIETY FOR THE PROTECTION OF NEW HAMPSHIRE FORESTS

Mr. Chairman, members of the Sub-committee, my name is Paul Bofinger. I am Chairman of the Ad Hoc White Mountain National Forest Advisory Committee, a group of 15 individuals representing a wide range of interest and user groups of the White Mountain National Forest (WMNF) including forest industry, environmentalists, snowmobilers, trail bikers, ski area operators, the handicapped, hikers, wildlife biologists plus local and state governments. For more background on the Advisory Committee, I have attached a copy of the history of the Committee.

S. 1851 is based in large part on the recommendations of the Ad Hoc WMNF Advisory Committee (Advisory Committee) which deliberated long and hard to balance the many diverse interests and to develop recommendations which were in the best interest of the Forest.

I think we were successful in this effort because of two important aspects of how we worked:

The data base which we used included information developed during many years of wilderness review, forest planning; and reflect thousands of hours of volunteer effort during Unit Plans, RARE II and the most recent efforts of the working groups set up for the Forest plan.

The Committee operates by consensus. There was sharp division among members on which areas of the Forest have strongest public support as well as suitability for wilderness. Yet the Committee has always felt that a consensus approach was the only way to arrive at recommendations that were reasonable, that would be in the best interest of the WMNF, and would continue our proud tradition of working together.

The Committee's principal objectives were the release of the Forest plan; to avoid another round of RARE III and to address the wilderness issue in the WMNF. Based on those objectives and after lengthy discussion, the Committee members agreed to make a concerted effort to build a consensus within for support of a "White Mountain National Forest Wilderness Bill" which would include "sufficien-

cy language", "soft" release language and designation of a Presidential Range-Dry River Extension, the Sandwich Range wilderness, and the Pemigewasset wilderness.

In arriving at this decision debate focused primarily on two issues. The first was over "hard" vs "soft" release language in the bill. While several members of the Committee represented interests which traditionally favored "hard release", it was the consensus of the Committee that opportunities should be available in the future to consider additional wilderness and that if we make the Forest planning process work that wilderness can and should be most appropriately considered within that context.

The second major issue was how much wilderness the Committee should recommend for designation. While boundaries and acreage represented a significant portion of the debate, there was also considerable debate over how much support existed for certain areas as well as whether an area was deserving of wilderness designation. These conflicts were clearly defined in discussing the Wild River area and it was apparent that there was virtually no chance to build a consensus of support for wilderness designation of Wild River.

A final meeting in June resulted in a consensus report for a White Mountain National Forest Wilderness Bill. The framework of the bill would be similar to that introduced by other states. In addition to the necessary "sufficiency language", there would be recommendations and boundaries for the Presidential Range-Dry River Extension (7,000 acres), a Sandwich Range wilderness (25,000 acres), and a Pemigewasset wilderness (45,000 acres).

The White Mountain National Forest Wilderness Act (S. 1851) is an important milestone in the history of our Forest. If enacted, the White Mountain National Forest Wilderness Act will establish an additional 77,000 acres of wilderness in the WMNF which, in addition to the 25,000 acres in two existing wilderness areas [Great Gulf Wilderness (6,000) and Presidential Range-Dry River (19,000)], will provide over 100,000 acres of wilderness, including the largest single wilderness unit in any Eastern National Forest. Also, this bill will allow the Forest plan, the product of an intensive cooperative effort between the Forest Service and the public to be released and following further public review, to be implemented. It will allow the Forest Service to get off the planning merry-go-round, avoid a costly and time-consuming RARE III and get back to work managing and protecting the resource.

Equally important, prompt passage of this bill will be a loud and clear message to the people of New Hampshire that their efforts in working together for this National Forest have not been in vain. It will help us continue the broad coalition of interests that has made this the most complete of all the Eastern forests. Since 1973, the WMNF has acquired some 35 parcels of land located in 18 communities. The total cost of these 24,000 acres of land has been almost $6.5 million. The WMNF is now almost 90% complete.

The Advisory Committee believes that its recommendations and therefore S. 1851 are reasonable, are entirely consistent with public opinion in New Hampshire and New England and that the Committee's objectives to designate three wilderness areas and provide for the release of the Forest plan have been met.

Thank you for the opportunity to comment.

AD HOC WHITE MOUNTAIN NATIONAL FOREST ADVISORY COMMITTEE,
Concord, N.H., October 31, 1983.

JAMES R. JORDAN,
Forest Supervisor, White Mountain National Forest,
P.O. Box 638, Laconia, N.H.

DEAR SUPERVISOR JORDAN: The undersigned individuals, in our attempt to draft and obtain approval of a White Mountains Wilderness Bill, have developed a position on the future management of the Wild River area. We believe that the management guidelines proposed herein are an essential element in gaining the broad consensus support for the designation of additional Wilderness, the public release of the WMNF Plan and the prompt and efficient implementation of that plan.

We have seen the phenomenon of "growing wilderness" in this Forest. Certain areas which have been harvested within recent decades, have through a combination of vigorous regeneration and retention of critical visual characteristics, have become eligible and desirable for Wilderness designation.

We recognize that no consensus exists today for Wilderness in the Wild River. We also recognize that there are serious strenuous objections to such designation by a variety of interests and individuals. Yet, there are equally serious arguments made as to the appropriateness of Wilderness for Wild River.

With the above firmly in mind, we propose the following management guidelines in order to fairly and objectively preserve the full range of options for the future

use and land use allocations in Wild River Area (defined as approximately 27,000 acres known as the RARE II Wild River further planning area):

1. Motorized recreational vehicle use will be limited to a temporary snowmobile corridor. We understand and support the plan to seek an amendment to the New Hampshire snowmobile trail statute in the next legislative session. This amendment would remove statutory limitations on establishing and maintaining, within the State of Maine, a section of the New Hampshire north/south corridor. When this or any other economically feasible alternate route is approved and constructed, snowmobile use through the Wild River will be prohibited.

2. Timber harvesting will be limited. Cutting practices will retain the visual effect of a continuous canopy of trees. Timber harvesting will be sensitive and accomplished so as to retain the wild and scenic values presently and historically evident in Wild River.

3. We understand that your transportation needs for timber and recreation management can be met through winter roads and other low-impact facilities. We propose such be kept to a minimum.

4. Presently available opportunities for primitive, dispersed recreation will be retained.

We anticipate that the major portion of the Wild River RARE II area will be under Management Area 6 ("Backcountry") management. The net effect, therefore, of the timber and transportation guidelines suggested above will be on that portion of valley floor and lower slope which lies between the RARE II and "Backcountry" boundaries (approximately 8400 acres).

Because some members of our group feel strongly that careful harvesting should be allowed while some others have legitimate concerns as to the timing, location and impact of such harvesting, the exact boundaries of this 8400 acres are critically important. Accordingly, we suggest that you and your staff explore alternatives to these bounds in an effort to concentrate timber management activities, during the next ten years, in the lower portion of the valley. Past cutting patterns and likely opportunities for both recreation use and harvesting in the immediate future lead us to believe that a practical division between the lower and upper parts of the valley is possible.

We stress again that the overall effect of our comments herein are to retain, for future forest planning and land use allocations, the complete range of options for the entire Wild River area.

We believe that these guidelines are realistic responsible and vital to the continuation of broad public support for a dynamic balance of uses on the White Mountain National Forest. We urge your favorable consideration and implementation of these guidelines.

Abigail Avery, N.E. Sierra Club; Paul O. Bofinger, President/Forester, Society for the Protection of New Hampshire Forests; Charles Burnham, Appalachian Mountain Club; Senator Raymond Conley; Thomas Corcoran, President, Waterville Co., Inc.; Jackie Tuxill, Director Environmental Affairs, Audubon Society of New Hampshire; Buhrman Garland, Forester, Saunders Bros.; George Hamilton.

C. Russel Hardy, New Hampshire Snowmobile Association; David Olson, Institute of Natural & Environmental Resources, University of New Hampshire; Ronald Poltak, Director, Division of Parks, Department of Resources & Economic Development; David Sanderson, Specialty Vehicle Institute of America; Karl Scott, General Manager, Woodlands James River Corp.; Kenneth Stratton, State Forester—Maine; George Zink, Wonalancet Outdoor Club.

Sincerely,

Members of the Ad Hoc White Mountain
National Forest Advisory Committee.

A Brief History of the White Mountain National Forest Advisory Committee: Years 1979–83

(By George Zink)

1979: REACTIVATION OF THE WHITE MOUNTAIN NATIONAL FOREST ADVISORY COMMITTEE

On January 4th, 1979, the United States Secretary of Agriculture, Bob Bergland, proposed Wilderness designation for 168,176 acres on the White Mountain National Forest in New Hampshire. The proposal was the result of an 18-month Roadless Area Review and Evaluation (RARE II) which identified roadless areas on the Forest and suggested what future use should be made of them.

In announcing the RARE II proposal, Bergland stated that he would seek counsel of the New Hampshire members of Congress and the Governor. Only after such counsel would he make final legislative recommendations and send them to the President (Carter).

The New Hampshire Congressional Delegation (James C. Cleveland, Norman E. D'Amours, Gordon J. Humphrey, John A. Durkin) and the Governor, Hugh J. Gallen, responded to Secretary Bergland following a brief (45 day) and intense period of a public hearing (Concord, NH January 26, 1979), consultations with interested parties, and the recommendations of two groups—the Governor's Council of Resources and Development, and the Ad Hoc White Mountain National Forest Advisory Committee.

Governor Gallen, U.S. Representatives Cleveland and D'Amours, and Senator Humphrey responded to Secretary Bergland by supporting RARE II recommendations formulated by the Advisory Committee. In the words of a letter to Secretary Bergland from Representative Cleveland:

Our first step was to request that individuals who has served on the White Mountain National Forest Advisory Committee to reconvene to study the RARE II proposals, and to offer their recommendations. They did so in meetings at which the National Forest Service was present as a source of information and as observers. This broadly representative and dedicated Advisory Committee has now completed its work, and has provided us with the enclosed recommendations, which are based on a consensus of the 15-person group. After our own review, we endorse the recommendations of the White Mountain National Forest Advisory Committee, and ask that your final recommendations to Congress be modified for the White Mountain National Forest to conform to this position.

Broadly based representation on the Advisory Committee is apparent from the roster of it 1979 members: Meade Cadot, Harris Foundation, Hancock, NH; Paul O. Bofinger, SPNHF, Concord, NH; John Bork, The Brown Company, Berlin, NH; Jackie Tuxill, NH Audubon Society, Concord; Abigail Avery, N.E. Sierra Club, Boston, MA; Senator Raymond Conley, Center Sandwich, NH; Thomas Corcoran, Waterville Co., Waterville, NH; Paul Doherty, NH Snowmobile Association, Concord, NH; Buhrman Garland, Saunders Brothers, Fryeburg, Maine; George Hamilton, Bow, NH; Fred Holt, State Forestry Department, State of Maine; David Olson, University of New Hampshire, Durham, NH; David Sanderson, N.E. Trail Rider Association, West Newbury, MA; Preston Saunders, AMC, Boston, MA.

The Advisory Committee had been appointed several years prior to 1979 by the WMNF Forest Supervisor, Paul D. Weingart, to aid him in formulating policies with respect to management of the Forest. During the Carter Administration this and other such advisory groups nationwide had been abolished in an effort to reduce the cost of government. Reactivation of the Advisory Committee under the chairmanship of Paul O. Bofinger, Society for the Protection of New Hampshire Forests, was accomplished in order to provide the Governor and members of Congress with a balanced approach to Wilderness proposals. Since it would meet for this single purpose, it has been termed the "Ad Hoc Advisory Committee."

Two meetings of the Advisory Committee were held during 1979 (January 29 and February 12). From these meetings came consensus recommendations on RARE II for WMNF. In brief these were:

In support of Designated Wilderness: Presidential-Dry River Extension (7,000 acres), and Sandwich Range (28,000 acres).

For Further Study and Planning: Carr Mountain, Pemigewasset, Jobildunk, Kinsman, extension to Sandwich Range, Wild River.

For Non-wilderness uses: All others.

(See Appendix I for a full report of the Advisory Committee.)

Acceptance of these Advisory Committee recommendations by the Governor, three of the four Congressional Delegates, the Secretary of Agriculture, and ultimately by President Carter, followed.

1982: THE FOREST PLAN

Severe time restraints imposed by Secretary Bergland prevented the Advisory Committee from completing its study of the RARE II recommendations. For example, two potential extensions of the Committee's proposed boundary in the Sandwich Range Wilderness area were left as unfinished business. And in the meantime another development had ensued—The Forest Plan.

Early in the Winter of 1980 the White Mountain National Forest commenced development of its Forest Plan, an ambitious project which was to be completed by early 1983. This Forest-wide study requires public involvement, and deals with all

issues on the Forest. How much timber to cut? What will be the method of timber harvesting? Where will roads be built, and to what standards of construction? Are more campgrounds and picnic sites needed? Should mineral exploration and mining take place in WMNF? Wilderness was one of the ten major issues to be addressed during the planning process, and such questions as: "How much Designated Wilderness should the White Mountain National Forest provide, and how should established Wilderness areas be managed" were to be decided. As an experienced and widely representative group concerned with Forest issues the Ad Hoc Forest Advisory Committee was reconvened on June 21, 1982 to provide input to the Forest Planning process.

Initially, some members expressed frustration at reconvening on the issue of Wilderness. Had not the Committee dealt adequately with the issue during the meetings in 1979? After further discussion it became clear that issues in forest management never disappear; there will always be decisions on Wilderness as long as there are people who feel there is insufficient Wilderness to meet the needs of the American public, and people who feel there are other more pressing public needs on Forest lands.

Although no substantive decisions were made at this 1982 meeting, several subcommittees were appointed by Chariman Bofinger, each to consider a specific portion of boundary for the Sandwich Range Wilderness Area. These sub-committees were to report at a subsequent meeting.

1983: THE STALLED FOREST PLAN

Meanwhile events on the national scene during the Fall of 1982 and Spring of 1983 precipitated a series of Advisory Committee meetings during May and June of 1983. Immediate cause was the decision of the Ninth Circuit Court of Appeals, a Federal Court in California, that RARE II failed to meet some of the planning criteria of the National Forest Management Act (1976) for areas in California. This decision prompted the Forest Service in Washington, D.C. to withhold completion of all Forest Plans until roadless areas are re-evaluated for Wilderness as part of the Forest Planning process.

In order to keep abreast of decisions being made in Washington, and to consider any positions the Advisory Committee might wish to take in response to them, the Committee met three times during the Spring of 1983 (May 12, May 31, June 21). At the May 12th meeting a wide ranging discussion took place. Discussion was given to all the alternatives open to New Hampshire people and organizations. One alternative would be to do nothing, which would delay competition of the Forest Plan pending a further re-evaluation of Roadless Areas (a RARE III). This alternative would result in a lengthy delay and a cost to the Forest Service of perhaps $100,000. Another alternative would be to introduce legislation in Congress. Congress may declare for any National Forest on a state-by-state basis that RARE II in that location had been completed satisfactorily. For the State of New Hampshire, were Congress to pass legislation including such "sufficiency language", a costly and time consuming re-evaluation could be avoided, and the Draft Forest Plan could be released to the public. Members of the Committee who are familiar with Washington pointed out that in each state where legislation containing "sufficiency language" had been enacted by Congress, included in the bill was designation of some Wilderness area or areas.

After lengthy discussion by Committee members it was agreed to make a concerted effort to build a consensus within the body for support of a "New Hampshire Wilderness Bill" which would include "sufficiency language" and designation as Wilderness a Presidential-Dry River Extension, the Sandwich Range Wilderness, and the Pemigewasset Wilderness. Building a concensus would be difficult, since there was sharp division among members on which areas of the Forest have strongest public support as well as suitability for the Wilderness experience. Disagreements could also be predicted on appropriate boundaries of each area.

Three sub-committees appointed by Chairman Bofinger developed proposals to be considered by the full Advisory Committee: one to make recommendations for boundaries of the Sandwich Range Wilderness (Bofinger, Conley, Corcoran, Rice, Zink), another to recommend boundaries for the Pemigewasset Wilderness (Avery, Burnham, Tuxhill), and a third to make recommendations for the future management of the Wild River area. Wild River is a unique situation; the Committee recognizes that it has considerable potential for Wilderness as well as some public support, but it is not to be recommended for Wilderness during the present planning cycle. Subcommittee members for the Wild River group were Bofinger, Burnham, Poltak, Rice and Tuxhill.

A final meeting (June 21) resulted in consensus support for a New Hampshire Wilderness Bill which it is anticipated could be introduced in Congress during the Fall of 1983. The language and content of the Bill would be similar to that introduced by other States, e.g., the Oregon Wilderness Bill. In addition to the necessary "sufficiency language" would be recommendations and boundaries for the Presidential Range-Dry River Extension (7,000 acres), a Sandwich Range Wilderness (25,000 acres), and a Pemigewasset Wilderness (45,000 acres).

Management recommendations on the Wild River area would be made by letter to the WMNF Forest Supervisor.

White Mountain National Forest Advisory Committee

MEMBERSHIP ROSTER

Abigail Avery, (N.E. Sierra Club), Box 246, Lincoln Ctr., MA 01773.

Paul O. Bofinger, President/Forester, Society for the Protection of New Hampshire Forests, 54 Portsmouth Street, Concord, NH 03301.

Charles Burnham, (Appalachian Mtn. Club), Harvard University, 20 Oxford Street, Cambridge, MA 02138.

Sen. Raymond Conley, Center Sandwich, NH 03227.

Thomas Corcoran, President, Waterville Co., Inc., Waterville, NH 03223.

Jackie Tuxhill, Director, Environmental Affairs, Audubon Society of NH, 3 Silk Farm Road, P.O. Box 528-B, Concord, NH 03301.

Buhrman Garland, Forester, Saunders Bros., Fryeburg, ME 04037.

George Hamilton, Pond View Road, Bow, NH 03301.

C. Russell Hardy, (N.H. Snowmobile Assn.), Route 7, Box 134, Penacook, NH 03303.

David Olson, (Inst. of Nat. & Env. Resources, University of NH), 16 Davis Avenue, Durham, NH 03824.

Ronald Poltak, Director, Division of Parks, D.R.E.D., P.O. Box 856, Concord, NH 03301.

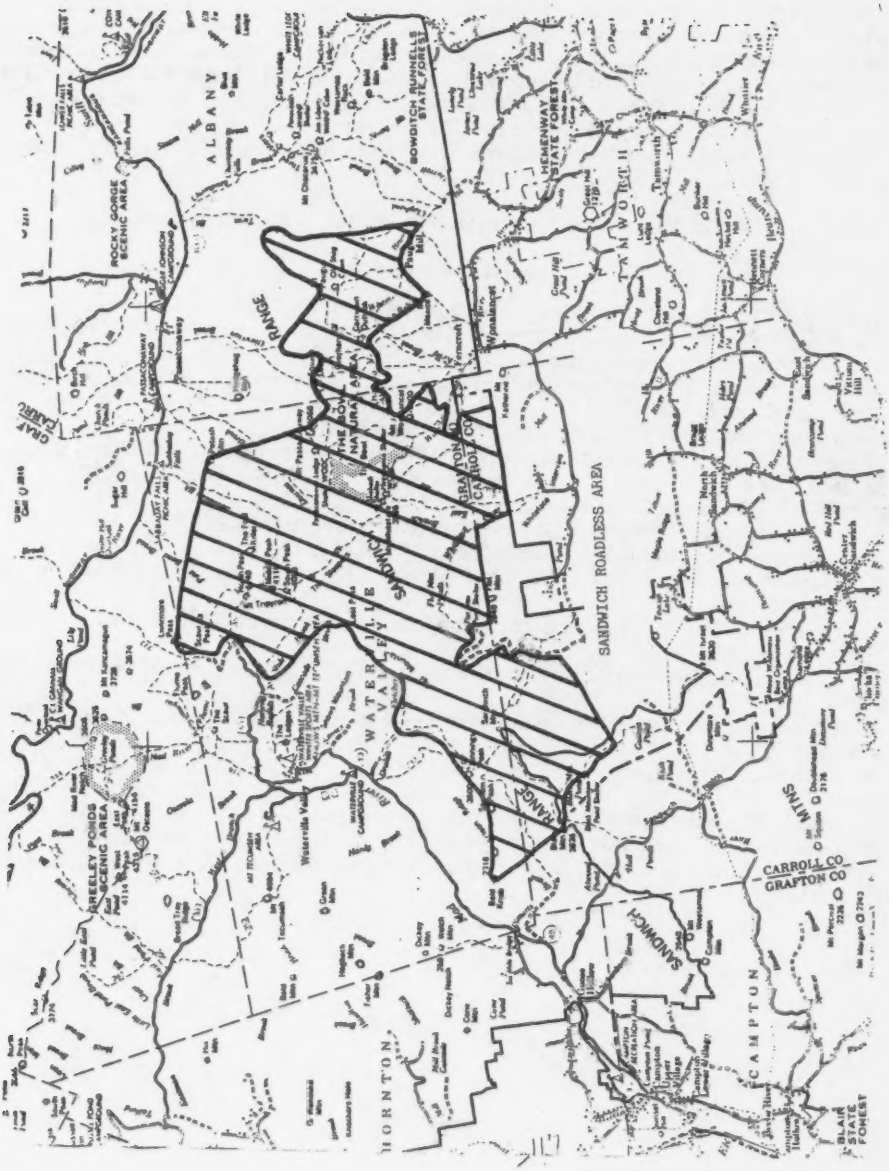
David Sanderson, Specialty Vehicle Institute of America, P.O. Box 66, West Newbury, MA 01985.

Karl Scott, Gen. Mgr., Woodlands, James River Corporation, 650 Main Street, Berlin, NH 03570.

Kenneth Stratton, State Forester, State House, Station #22, Augusta, ME 04333.

George Zink, (Wonalancet Outdoor Club), Box 21, Wonalancet, NH 03897.

James Jordan, Supervisor, White Mtn. National Forest, P.O. Box 638, Laconia, NH 03246.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HENENWAY STATE FOREST
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WATER
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GRAFTON CO
CAMPTON
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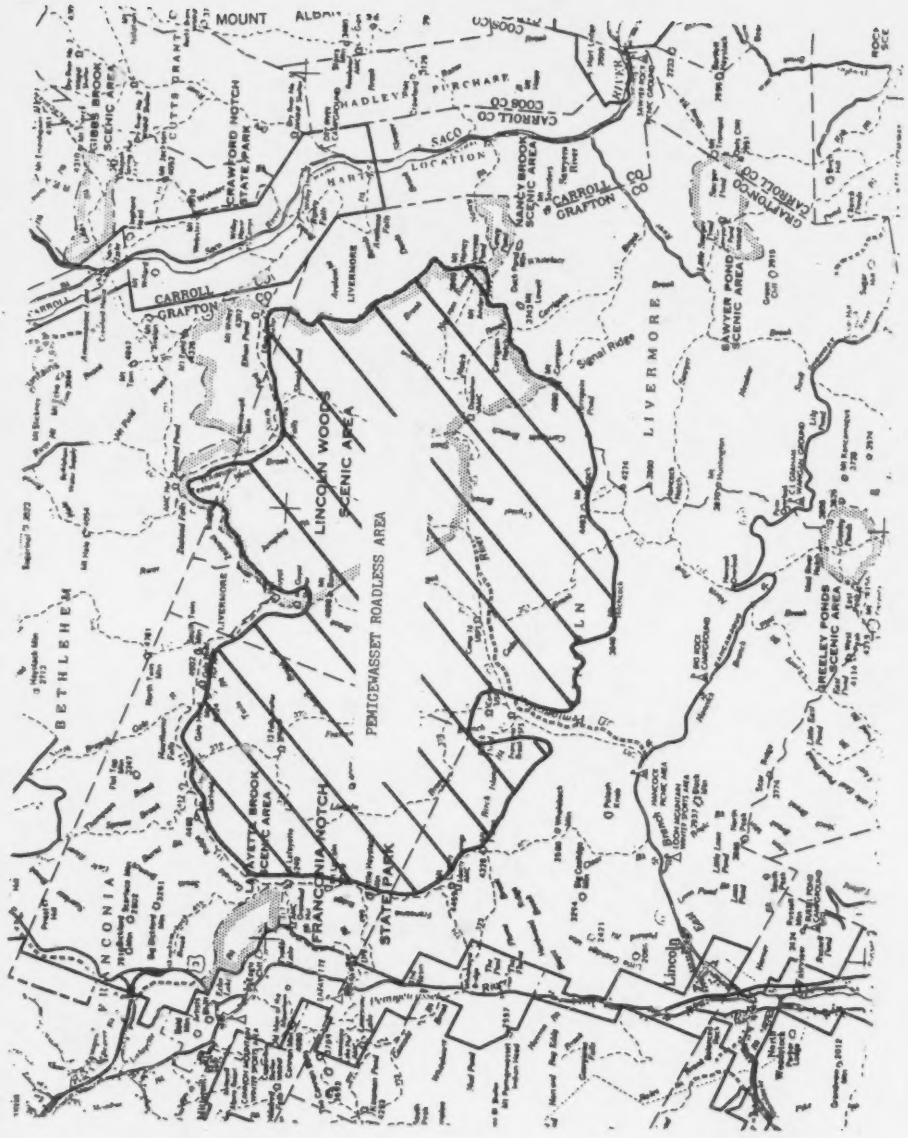
HORNTON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CARROLL
GRAFTON
CO
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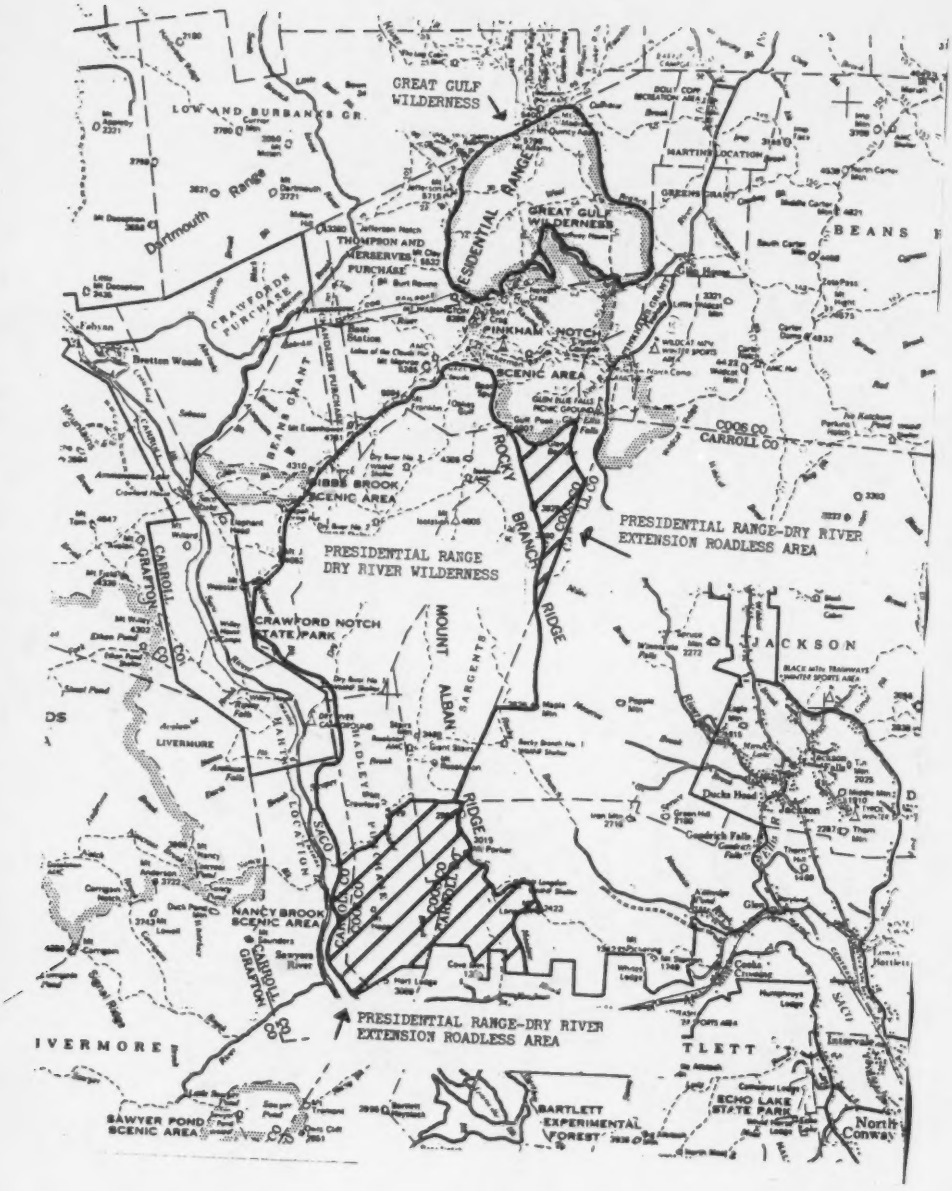
PEMIGEWASSET ROADLESS AREA
BETHLEHEM
FRANCONIA NOTCH STATE PARK
SAWYER POND SCENIC AREA
RILEY POND SCENIC AREA
LOON MOUNTAIN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LOW AND BURBANKS GR.
Dartmouth Range
ESOIDENTIAL RANGE
GREAT GULF WILDERNESS
BEANS
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CRAWFORDS PURCHASE
PINKHAM NOTCH SCENIC AREA
COOS CO
CARROLL CO
BRETTON WOODS
BRANCH GRANT
GORHAM
ROCKY BRANCH
GIBBS BROOK SCENIC AREA
PRESIDENTIAL RANGE DRY RIVER WILDERNESS
PRESIDENTIAL RANGE-DRY RIVER EXTENSION ROADLESS AREA
CRAWFORD NOTCH STATE PARK
MOUNT ALBANS
SARGENTS
RIDGE
JACKSON
CARROLL CO
GRAFTON CO
LIVERMORE
HANCOCK
MADLEY
LOCATION
SACO
NANCY BROOK SCENIC AREA
PRESIDENTIAL RANGE-DRY RIVER EXTENSION ROADLESS AREA
IVERMORE
TLETT
SAWYER POND SCENIC AREA
BARTLETT EXPERIMENTAL FOREST
ECHO LAKE STATE PARK
North Conway

STATEMENT OF HON. JOHN H. SUNUNU, GOVERNOR OF NEW HAMPSHIRE

Mr. Chairman, members of the committee: I appreciate the opportunity to testify on behalf of S. 1851, a bill which will establish additional wilderness areas in the White Mountain National Forest.

We in New Hampshire and indeed the entire region are very proud of our White Mountain National Forest. As you know, the Forest was really established by the people of New Hampshire and then presented to the Federal Government. The people of New Hampshire remain very concerned about the forest and the decisions which guide its future. Furthermore, we recognize the unique role the forest plays in the lives of the people of New Hampshire, Maine, and the rest of New England as well. This recognition is precisely why I enthusiastically support this bill.

The areas were designated by people who care about the future of the forest and who represented many varied interests. They worked together in a constructive way to work out a reasonable approach to the problem. It is clear to me that the areas which they recommend are those which should be designated as wilderness at this time and that the designation should go forward as soon as possible. It is also clear to me that these areas will be sufficient to ensure that the unique and varied values of the forest will be available to all the citizens of New Hampshire and New England over the next generation.

This bill represents the best in public policy. I commend Senator Humphrey, Senator Rudman and Representative Gregg for their efforts. Furthermore, I am very proud of the ad hoc committee which worked long and hard at developing this compromise.

It may well be that in a fast growing state like New Hampshire and as New England demographics change there may be a need in years to come to review and reevaluate the wilderness designations being considered here today. Simple logic mandates that we need to do this. However, I firmly believe that for now and over the next decade, the proposal to be enacted in S. 1851 is in the best interest of all the citizens of New Hampshire and of the region as a whole.

Thank you for this opportunity to present my views.

STATEMENT OF CONRAD R. HARDY, IMMEDIATE PAST PRESIDENT, NEW HAMPSHIRE SNOWMOBILE ASSOCIATION

Mr. Chairman, members of the Sub-Committee, may name is Conrad Hardy. I am Immediate Past President of the New Hampshire Snowmobile Association, which represents over six thousand (6,000) individuals in some one-hundred and twenty (120) different clubs.

I represented New Hampshire snowmobilers on the Ad Hoc White Mountain National Forest Advisory Committee and actively participated in the meetings and discussions which led to the White Mountain National Forest Wilderness Act. My organization enthusiastically endorses the recommendations of the Advisory Committee and supports S. 1851.

While I represented the interests of one group that uses the White Mountain National Forest, I joined with other members of the Advisory Committee to put aside our narrow interests so that we could come up with something that was good for us all. We all agreed that we wanted to see the Forest plan released as soon as possible. In that spirit, we sat down to resolve a more controversial issue, Wilderness designation.

All during the discussions I was excited that, even though the members of the Committee all had diverse thoughts about Wilderness, we could sit down together to discuss and more often to disagree and ultimately to arrive at a decision we could all support.

The major accomplishments of our work are several if S. 1851 is passed:

The Forest plan will be released, and we can get on managing the Forest.

We won't be subjected to RARE III which in my mind would be unproductive.

We have agreed on three Wilderness areas and maintain the option to review Wilderness in the next Forest plan. (While it is not generally expected that someone representing snowmobiling interests would want that option, I want another chance ten years from now to sit down and argue with these people again.)

Someone described the Advisory Committee's consensus as a jewel. In my opinion, it is a jewel that can't be described, and the White Moutain National Forest will surely benefit from it.

Thank you for the opportunity to comment.

STATEMENT OF GEORGE E. ZINK, RESIDENT, WONALANCET, N.H.

I am here as a representative of the Wonalancet Out Door Club (WODC) of Wonalancet, New Hampshire. Wonalancet is the center of hiking activities in the Sandwich Range. The Out Door Club is a Cooperator of the White Mountain National Forest; approximately 40 miles of hiking trails in the White Mountains are maintained by the Club as well as three shelters on Mt. Whiteface and Mt. Passaconaway.

Although present membership in WODC consists almost wholly of residents and local landowners, its history is tied directly to commercial interests. In the last decade of the 19th century and the first few decades of the present century Wonalancet was a small village of inns. People from the larger cities of New England customarily spent their vacations at inns located in the mountains. In order to provide activities for their guests, the inn keepers in Wonalancet formed the Out Door Club, the objective of the Club being the opening and maintenance of hiking trails, shelters and other facilities for the comfort and convenience of hikers. The Club was in existence 20 years prior to the purchase of the White Mountain National Forest (WMNF). The Club was active in passage of the Weeks Act, and in the subsequent purchase of the present Forest lands.

The WODC actively supports the present New Hampshire Wilderness Bill, most especially the designation of the Sandwich Range Wilderness Area.

I am here also as a member of the White Mountain National Forest Advisory Committee (Advisory Committee). My role on the Advisory Committee has been chiefly that of a consultant on all aspects of the Sandwich Range.

As a resident of Wonalancet, I have a personal interest in this legislation; my property is bounded by WMNF.

I support Senate Bill 1851 for many reasons, among which are the following:

Wilderness Potential: Of prime concern to Congress and the American people who passed the Wilderness Act was and is the preservation of wild areas which retain some or all of their original naturalness. Foremost in importance is the preservation in the natural state of small areas which possess ecological integrity, where there exists a community of healthy life forms in harmony with the essential elements of water, soil, and air. The Wilderness Act is designed to preserve ecological communities—it is not primarily an act to provide recreation areas, nor is it an act to preserve timber.

How do the three proposed Wilderness Areas square with this intent of Congress? During RARE II in 1978, the WMNF attempted to rate Roadless Areas within a Wilderness Attribute Rating System. Selecting as criteria: *Natural Integrity* (the extent to which long-term ecological processes are intact and operating), *Apparent Naturalness* (the extent to which a user will be aware of man's impact), *Solitude Opportunity* (a measure of isolation from the sights, sounds, and presence of others, and from the developments and evidence of man) and *Primitive Recreation Opportunity* (opportunities for: feeling a part of the natural environment, having a high degree of challenge and risk where outdoor skills are needed, experiencing a vastness of scale). Under this System a virgin Wilderness would receive a score of 28, an area with no Wilderness potential would score a 4. Based on this System, the WMNF personnel rated the Pemigewasset Area 21, the Presidential-Dry River Extension Area 20, and Sandwich Range Area 18. All received high ratings for Wilderness potential.

Although rated highly for Wilderness Attributes by WMNF personnel, they failed to assess realistically several important factors:

(1) The Pemigewasset Wilderness Area ("Pemi") is the largest unroaded area east of the Mississippi River (under Federal ownership). In the present period of our country's history during which fragmentation of land ownership and road building are rampant, it is important that some large remote areas be preserved. The "Pemi" is the prime example of unfragmented land in the East. Wilderness designation will help keep it that way. (Note that the present Bill (S. 1851) protects less than half of the unroaded "Pemi" Area.)

(2) Sandwich Range is rated lower than it should be, due I believe, to its being inadequately studied during RARE II process. When the general public was asked to comment and give support for specific areas, it was the Sandwich Range Roadless Area which received the strongest support. Over 80 percent of respondents favored Wilderness Designation for the Sandwich Range. Sandwich Range appears less rugged—fewer cliffs and ledges than the higher summits of the White Mountains—but it contains 5 peaks over 4,000 feet, broad valleys, many freerunning permanent streams, two ponds with brook trout populations, and remarkable vistas both toward the northern reaches of the White Mountains and the lake country to the

south. Except for the higher peaks, most of the Range is only slightly used by hikers, backpackers, hunters, and fishermen.

(3) The proposed extension to the Presidential-Dry River Wilderness is just that. It is not a sufficient wilderness area by itself, it completes and expands the existing Presidential-Dry River Wilderness.

Compromise: Senate Bill 1851 represents an acceptable compromise among the various interests of forest users in the White Mountains of New Hampshire. This compromise has been hammered out through many years, not within the frame work of the past year alone. This compromise is the product of a working relationship among the commercial timber interests, off-road vehicle organizations and their members, representatives of hiking and backpacking groups, organizations dedicated to preserving the natural environment, officials from various State of New Hampshire agencies, and commercial interests such as operators of ski-touring and alpine ski areas. Having worked together on various issues related to WMNF in the past, knowing one another as political adversaries and as friends, respecting differences and likenesses, members of the Advisory Committee have arrived at a consensus. As an illustration of the give-and-take, consider the following compromises made in selecting boundaries for the Sandwich Range Wilderness—Proposed.

(1) The eastern border extends north and south a short distance west of the Bolles Trail. Hiking interests desired a boundary well to the east of the Bolles Trail, nearer to Mt. Chocorua. Winter off-road vehicle (ORV) interests wanted to use the Bolles Trail as a north and south corridor. In this instance hiking interests agreed to accept a small Wilderness Area; winter ORV interests agreed to support Wilderness Designation.

(2) Flat Mountain Pond is recognized by all users as a gem: a most desireable feature of the Sandwich Range Wilderness, a pond favored by fishermen, an objective of ORV riders both summer and winter, an area so remote yet accessible that those favoring expanded opportunities for the handicapped have wanted it for their use. Proposed boundaries reached by compromise put all of the Flat Mountain Pond in Wilderness except for the southern end near the Guinea Pond Trail. This compromise allows decisions with respect to ORV use and use by the handicapped to be worked out in the Forest Plan, yet keeps the major part of the Pond within Wilderness boundaries. As part of this compromise, the whole of Guinea Pond was excluded from Wilderness. Again, stalemate was averted; accord was achieved.

(3) In the Waterville Valley section of the Sandwich Range, operators of the Waterville Valley Company wish to retain an option to expand groomed ski-touring trails surrounding Snow's Mountain. Use of motorized equipment on National Forest land is not acceptable in designated Wilderness. To move the boundaries eastward to achieve the ski-touring objective would result in a narrowing of the proposed Wilderness Area to such an extent that the objective of solitude and remoteness would be severely jeopardized. A compromise was arrived at whereby access around Snow's Mountain for groomed ski-touring was retained. In exchange an area was added to Wilderness east of Mts. Tripyramid and near Lost Pass so that greater solitude could be achieved. Again, a workable compromise.

(4) Timber interests had long supported harvest of timber in the valley of Oliverian Brook and the valley of Wonalancet Brook. These two areas also have high value for Wilderness. The stream basins are saucer-shaped depressions with gentle slopes. Both areas are desirable from the viewpoint of tree growth: the soils are deep and moist, the aspect is favorable, they are well stocked with mature trees. The eye of even a casual Wilderness user is pleased by the sights he sees in those areas. An acceptable compromise was reached whereby most of the two areas are made available for timber (Management Goals 2.1 and 3.1), and an area is added to Wilderness north of the Kancamagus Highway in the valleys of Downes Brook, Sabbaday Brook and Pine Bend Brook.

By these specific details I wish to illustrate that Senate Bill 1851 is a compromise arrived at by people with strong interests yet attitudes of moderation.

Recreation and the economy of New Hampshire: Not as a member of the tourist industry but simply as an interested observer, I would like to support the statements of those who believe that the economic future of the State is related to tourism. Tourism is New Hampshire's second largest source of income, only exceeded in dollars by manufacturing. Among the factors making New Hampshire attractive to the manufacturing industries is the White Mountains; it is the scenic value and recreational value of these mountains which make people eager to settle in New Hampshire. New Hampshire is a vacation land. In the October 27th issue of a commercial newspaper, "Ski Week", distributed free of charge by the operators of four ski areas along U.S. Route 93, appear the comments:

"All four mountains are surrounded by the pristine wilderness of the White Mountain National Forest and skiers enjoy scenic vistas of the Granite State." "Racers have described the course as one of the most scenic in the country with spectacular views of Mt. Washington and the Presidential Range."

These comments are illustrative of the role mountain scenery and remote forest lands play in the economy of the State; over 6 million people visit WMNF annually.

Foremost among the users of the WMNF are hikers and backpackers; they outnumber greatly the campers, fishermen, hunters and ORV users. Hikers and backpackers purchase food, hiking equipment, gasoline for their cars, stay in motels, eat in restaurants. And among hikers, the greatest increase in use has been in Wilderness. Great Gulf Wilderness is number one in the National Wilderness Preservation System in terms of visitor days per year per acre.

Within the past decade or so two new business opportunities have been developed in towns surrounding WMNF. Several of these business establishments provide guides, instructors, and equipment for rock climbing. Others provide guides, instructors, equipment, and camping facilities for canoe and raft trips on nearby rivers. When sufficiently large areas of Designated Wilderness are available, I foresee the creation and develoment of business catering to the needs of the hiking public who wish to avail themselves of guides and equipment for the Wilderness experience. Such businesses exist near other Wilderness areas in the United States, and soon will in New Hampshire. Further Wilderness designation in New Hampshire will enhance these economic developments in the State.

I believe the additions of the Pemigewasset Wilderness, the Sandwich Range Wilderness and the Presidential-Dry River Extension make good sense for economic reasons as well as for the preservation of Wilderness values.

STATEMENT OF GEORGE T. HAMILTON, REGIONAL PRESIDENT, BANKEAST, CONCORD, N.H.

Mr. Chairman: I am a member of the Ad Hoc White Mountain National Forest Advisory Committee. Unlike most other members, I do not represent a particular constituency but I do have more than forty years experience working and playing on this Forest. Prior to entering the field of banking, I spent twenty-five years in outdoor recreation in a variety of capacities, including service as a Conservation Officer, New Hampshire Fish & Game Department; Manager, Appalachian Mountain Club Hut System; and Director, New Hampshire State Park System. In these positions, I have had extensive and direct experience with outdoor recreation resources management. Having worked "in the trenches", so to speak, my philosophy of resource use is based on pragmatism; that is, the term "multiple use" is not a nasty expression, at least not in New Hampshire where this philosophy has stood the test of time quite adequately. I know of many folks in New Hampshire who share this view, so perhaps I do speak indeed, for a silent constituency.

Here in the Northeastern section of the County, we have a relatively small amount of land area to accommodate large numbers of people for a variety of outdoor pursuits. In the White Mountains of New Hampshire, we live within a days drive of more than sixty million people. The White Mountain National Forest is consistently near the top of the Forest Service list each year in terms of recreation visits nationally. In this region of the United States, we cannot afford the luxury of single purpose use of any kind for our limited resource base, with some limited exceptions.

Wilderness areas are one of the exceptions. On the White Mountain National Forest, we do have some areas set aside already under the provisions of the Wilderness Act. May I point out that there exists, also, Scenic Areas, Natural Areas, and Research Areas. True wilderness areas are unique indeed, and they offer a special kind of outdoor experience valued by many recreationists. Such areas are in short supply in New Hampshire. That is why S. 1851 is a significant bill; it expands vital protection to an additional 77,000 acres on this Forest. The bill represents a compromise position which the Ad Hoc Committee took after many months of study, argument, and deliberation. That any compromise was reached at all between such diverse viewpoints as represented on the Committee is truly remarkable. The compromise position represents moderation, and efforts by members to consider the views of others. The Committee has agreed to "soft release" language because it believes in the effectiveness of public involvement and the continuation of periodic review of Forest Service planning efforts.

Historically, this Forest has provided water for our mountain communities, timber for our industries, fish and game for sportsmen, and a variety of other recre-

ational experiences for untold millions of people. The White Mountain National Forest, therefore, plays an important role in the overall economy of our State.

The time tested management philosophy of the Forest Service, that is, many uses for the most people, is still valid in 1983. All through the years New Hampshire people and other New Englanders have supported this principle. S. 1851 is consistent with this practice and deserves passage.

Thank you, Mr. Chairman.

STATEMENT OF PETER L. OLIVER, PRESIDENT, APPALACHIAN MOUNTAIN CLUB

Mr. Chairman and members of the Subcommittee on Soil and Water Conservation, Forestry and Environment, I am Peter L. Oliver of Andover, Massachusetts, President of the Appalachian Mountain Club (AMC). The presidency of the AMC is an unpaid position whose essential responsibility is to serve as the chief volunteer in a 33,000 member volunteer organization. I carry out this responsibility by serving as chairman of the Club's 16 person Council or Board of Directors which, in turn, provides policy guidance for our 12 regional Chapters and staff of about 70 full-time and 200 seasonal employees. Prior to being elected President, I was Councilor for the AMC's North Country Operations which entailed policy direction of our long-standing cooperative agreement with the U.S. Forest Service whereby the Club provides a variety of recreational management services in the White Mountain National Forest.

The AMC is a non-profit association of volunteers, located principally in the northeastern states, and organized 107 years ago to establish and manage protected land areas and waterways, to preserve their natural integrity, and to provide public, non-motorized, outdoor recreational opportunities.

The origins of the AMC are firmly rooted in the White Mountains of New Hampshire. Nearly forty years after Club members began mapping the region and cutting the first hiking trails, the AMC played a key role in securing passage of the Weeks Act in 1911, which authorized establishment of the National Forest System east of the Mississippi. The AMC testified in favor of the 1964 Wilderness Act and the 1973 Eastern Wilderness Act, and has been an active participant in the RARE I and II processes, as well as various National Forest planning efforts.

Today, the AMC's volunteer commitment to the White Mountain National Forest, extended in close cooperation with the U.S. Forest Service, includes maintenance of 270 miles of trail an 17 backcountry shelters; operation of the renowned hut system along the Appalachian Trail; diverse public information and education programs; a research program focusing on planning and problem-solving related to backcountry management; and search and rescue activities. I cite these facts as evidence of our abiding interest in and commitment to the White Mountain National Forest. In fact, the boundary of one of the wilderness areas proposed by this bill is clearly visible two miles from Pinkham Notch Camp, the regional base of AMC's North Country operations.

I appear today on behalf of the AMC to urge enthusiastically that this committee report favorably on S. 1851, a bill to add extensions totaling 7,000 acres to the existing Presidential Range-Dry River Wilderness Area, and to designate two new wilderness areas: a 25,000-acre Sandwich Range Wilderness, and a 45,000-acre Pemigewasset Wilderness. These designations will make important additions to the 24,000 acres of wilderness previously designated by Congress in the White Mountain National Forest. We believe it critical that Congress take advantage of the research and consensus reached by the Forest Service and various users of the White Mountain National Forest and act now to set aside these superb natural areas for future generations to enjoy in an undisturbed condition.

The opportunity represented by S. 1851 is due in large measure to the hard work and deliberations of the ad hoc White Mountain National Forest Advisory Committee. This 16-member Advisory Committee comprises a broad cross-section of forest users including environmental groups, hiking and climbing interests, ski area operators, the timber industry, state land managers, and snowmobile and other off-road vehicle users.

The AMC is an active member of the Advisory Committee, and strongly endorses the following recommendations and consensus reached by this group:

Grant wilderness status to the areas specified in S. 1851, totaling about 77,000 acres.

Use "soft release" language for the remaining White Mountain Forest lands because the Advisory Committee believes that periodic review to assess changing

socio-economic conditions during succeed rounds of forest planning would be beneficial to all interest groups.

Accept the amendment to S. 1851 which recommends further study of potential wilderness status for the Kilkenny and Carbou-Speckled areas, since these were treated only in earlier Unit Plans, and were not included in the more comprehensive RARE I or II inventories.

Accept the recommended management guidelines for the Wild River Valley outlined in the hearing record for S. 1851.

The AMC views with pride the wilderness consensus achieved by the Advisory Committee. Considerable negotiation and substantial compromise was required by all members of this diverse group of forest users. Because of this balanced approach, this proposed legislation enjoys broad support of the people of New Hampshire.

The special character of the Wild River Valley made compromise especially difficult to reach. The wilderness potential emphasized for many years by the AMC was recognized by all groups, yet so was the value of the hardwood resource existing in the lower valley. Therefore, the Advisory Committee has drafted a set of management guidelines that will both retain all elements of the wild character of most of the valley, and permit some carefully prescribed harvesting of hardwoods in carefully selected sites. These guidelines are intended to be part of the hearing record for S. 1851 and will be transmitted by the Advisory Committee to the Forest Supervisor. The Committee believes Forest Service staff recognize all of the important values in the valley and will be especially sensitive to their preservation. Wilderness designation will again be considered for Wild River in the next round of forest planning, some ten years hence. The fact that the AMC is willing to wait on Wild River is testament to the importance the Club places on the role and function of the Advisory Committee.

The AMC has always believed the heavily-used White Mountain National Forest should support a full spectrum of backcountry recreation opportunities and that these must co-exist with other important uses such as wildlife management, watershed protection, and timber resource management. Wilderness designation provides just one facet of backcountry recreation. It is also a mechanism where preservation of undisturbed ecologies and their evolution is the primary objective. For the backcountry user, wilderness means special opportunities for solitude in the most pristine and primitive settings.

Wilderness designation, however, is not the only way. The AMC has worked cooperatively with the Forest Service for over seventy years to manage the Forest in a manner that will assure high-quality recreational experiences of a wide variety, and it is a simple matter to point to many areas that retain important recreational qualities as backcountry use has increased. Hundreds of square miles of the Presidential Range, Franconia Range, Carter Range, and other areas provide today high-quality backcountry experiences for tens of thousands of annual users through careful forest management not requiring the constraints of wilderness designation.

To date, however, we believe an appropriate mix of wilderness and non-wilderness land has not been achieved in the White Mountain National Forest. More wilderness acreage is needed. S. 1851 will establish 77,000 acres of new wilderness and thus go a long way toward achieving this appropriate mix. Therefore, we urge Congress to enact this important legislation now to take advantage of the consensus developed so diligently by the 16 members of the White Mountain National Forest Advisory Committee.

Thank you.

STATEMENT OF ABIGAIL AVERY, CONSERVATION CHAIRMAN, SIERRA CLUB, NEW ENGLAND CHAPTER, LINCOLN, MASS.

Mr. Chairman, members of the Subcommittee, I am Abigail Avery, of Lincoln, Massachusetts. I am Conservation Chairman for the Sierra Club's New England Chapter, which includes New Hampshire, Maine, Vermont, Massachusetts and Rhode Island. I am speaking for that Chapter's 11,000 members. The great majority of these know something of nearby White Mountain National Forest, and are vitally concerned about what happens in it. I speak in strong support for S. 1851. I would like to thank Senators Humphrey and Rudman for introducing the bill, and the Subcommittee for scheduling this hearing.

It is a pleasure to be here today to testify in favor of this bill for many reasons.

First, I really know and love this Forest. I've lived in nearby Massachusetts most of my life, and hiked thru and looked down from mountain tops into all of the areas addressed in this bill. While living in Plymouth, New Hampshire, for two years just

before World War II. We back-packed our first-born up Mt. Lafayette, a 5250 foot peak adjacent to the proposed Pemigewasset Wilderness. We spent the day picking wild mountain cranberries and looking out over that great green bowl. When I was up there two years ago it looked much the same. True wilderness!

Second, over the years I've had many very positive experiences through participation in various opportunities for public participation in planning for, and evaluating programs on the Forest. Frankly this has not often been the case, friends who live elsewhere tell me, with other Forests. Here the National Forest personnel appear to really welcome input from the many different user groups, and they in turn have learned to try to understand and work together on a common project. It's a rather unique process I feel, which has proved its worth, and its stimulated me to keep coming back for more. My experiences include involvement in several Unit Planning programs in the 1970s; in identifying and recommending areas of wilderness caliber to be included under the 1974 Eastern Wilderness Bill; in participating in both the inventory and evaluation process of roadless areas under RARE II, resulting, I'm afraid, in an underinventory of wilderness potential country, but nevertheless the largest roadless area east of the Mississippi River; and finally I have been an active working member of the White Mountain Advisory Committee which hammered out the compromise consensus proposal for new Wilderness in the White Mountain National Forest last June—embodied in S. 1851.

But there is a third reason why I'm here today, and that is from a sense of frustration. A year and a half ago I was chairman of one of the Groups set-up to provide input into this present Ten Year Forest Plan—the Boston Working Group. This Group worked hard, did its homework, got a Report into the Forest Service headquarters by the deadline in July, 1982. But here it is November, 1983, and that Draft Plan is still not released. This is most frustrating, particularly for Sierra Club activists, both in New Hampshire and elsewhere in New England, who have tried over the years to promote management based on sound environmental planning for this Forest. If we are not able to see what planning alternatives are being proposed for this Forest during the next ten years, how can we respond intelligently to management proposals as they come up, case by case? We need the release of that Plan in order to evaluate the overall picture. I urge you to act quickly, and favorably, on this bill, so that the Plan can be released.

There are a few other points I want to make. The boundaries of the Presidential Range/Dry River Extensions, the Sandwich Range, and the Pemigewasset Wildernesses, represent compromises, particularly the latter two. For instance, the Sandwich Range Boundary is the result of many hours of negotiation and on-site review, by environmentalists, snowmobilers, timber interests, and developed ski area owners. The Pemigewasset boundary is planned to exclude the Appalachian Trail and the AMC Huts. One superb area is not included in the bill—the Sawyer River watershed, in the southeast. The Advisory Committee could not agree on including it, but the Sierra Club will continue to work for its inclusion at a later time. The boundaries, as specified in the bill, should not be further shortened.

We hope that the Kilkenny and Caribou/Speckled areas can be given some form of protection in this bill's final form so that they can be adequately studied for possible Wilderness designation in the future. They were not included in the RARE II review.

We were disappointed that snowmobilers and timber interests on the Advisory Committee could not agree to include the Wild River area, another magnificant green bowl like the Pemigewasset, in this bill. We will work for its protection so that it can be considered for Wilderness in the future.

But there is one area where all members of the Advisory Committee did agree. That is the matter of release language. Soft release: yes; hard release: absolutely no. The Sierra Club is uncompromisingly opposed to hard release language.

Mr. Chairman, the Sierra Club's New England Chapter is not abandoning its traditional role of promoting Wilderness protection by action of Congress, wherever it is appropriate, by supporting this bill with only 77,000 acres included. We know, because we know this Forest, that there is more land out there that should be protected under the Wilderness Act. But we feel we can work most effectively toward such protection through evaluation of the Ten Year Plan Draft. We will look carefully at the uses that Draft assigns to the potential Wilderness areas not in this bill. We want to be sure that consideration for Wilderness designation in 1994 will not be ruled out by conflicting uses in the interim. Meanwhile we all must not miss this opportunity to protect the vital areas proposed in S. 1851, as worked out by the White Mountain Advisory Committee.

Thank you.

STATEMENT OF PETER C. KIRBY, THE WILDERNESS SOCIETY

Mr. Chairman, my name is Peter C. Kirby, the Director of Forest Management Programs at the Wilderness Society. With its headquarters in Washington, D.C. the Society is a nationwide group dedicated to the protection of America's remaining wildlands. We appreciate this opportunity to testify on S. 1851, the White Mountain National Forest Wilderness Act of 1983. Almost a quarter of our members live in the Northeast and need the breathing space that additional wilderness can provide. In addition, the Society's roots run deep in New England. One of the Society's founders, almost fifty years ago, was the New England forester, Benton MacKaye. Among his accomplishments, MacKaye was the creator of the Appalachian Trail, which today traverses the spectacular peaks of the White Mountain National Forest for over fifty miles.

The Wilderness Society opposes S. 1851. The measure fails to provide adequate and necessary protection for many of the outstanding wild places in the White Mountains. As we shall discuss in more detail, it releases from wilderness study and for possible development about 260,000 acres, over three times the acreage being established as wilderness. Upcoming development plans for the White Mountain National Forest threaten to road and log many of these wild places and make their release from wilderness study and their current protection irreversible. To remedy these shortcomings, the Society proposes that six roadless areas of exceptional wilderness character, totalling about 146,000 acres, be made wilderness study areas. This would ensure that their wilderness qualities are fully and carefully evaluated and that they remain protected for Congress and the public to make the decision about their future.

THE NEED AND THE OPPORTUNITY FOR WILDERNESS IN THE WHITE MOUNTAIN NATIONAL FOREST

The populous Northeast contains very, very few units of the National Wilderness Preservation System. Though New England, New York and New Jersey are home for 17 percent of the population of the United States, less than one-tenth of one per cent. (.095 percent) of its land base is presently protected as federal wilderness. Additional wilderness must be designated in the Northeast to provide for the present and future needs of the people for outdoor recreation, including hunting and fishing, hiking, camping, nature study, mountain climbing and other uses. Undisturbed forests and mountains also serve as a large and wild canvas on which the famed fall colors are painted.

Wilderness also stands unsurpassed as a means of maintaining the quality and integrity of forest watersheds, one of primary purposes for the acquisition of the Eastern national forests. Finally, the lands of the White Mountain National Forest are to a large extent the lands of last resort for preserving major biological values on an ecosystem basis in the Northeast because of the region's ownership and development patterns. Wilderness can assure that today's forests will someday become the old-growth forests which New England currently lacks and which are essential to complete a spectrum of species and community diversity.

The 752,000 acre White Mountain National Forest in New Hampshire and Maine encompasses some of the most rugged and scenic land in the East. Currently, only 3.4 percent of the Forest is designated Wilderness in two areas: the Great Gulf (5,600 acres) and the Presidential Range—Dry River (20,400 acres). Eligible for additional Wilderness in the Forest is a total of at least 336,000 acres of wildlands. This includes 265,000 acres inventoried in the so-called "RARE II" study plus at a minimum an additional 71,000 acres the Forest Service has identified for wilderness study in the upcoming forest plan. (See Attachment A: White Mountain National Forest Acreage with Wilderness Potential.)

In the minds of many, the White Mountains encompass some of the most legendary and attractive mountain terrain in America. The region has drawn countless numbers with its allure, including Daniel Webster, Emerson, Hawthorne, Thoreau, Louisa May Alcott and Justice Douglas. Winslow Homer, Thomas Cole and others have painted its appealing shapes, textures and colors. P.T. Barnum aptly called the view from the top of Mount Washington "the second greatest show on earth." Today, it attracts over 3½ million visitor days of recreation visitor use annually and is one of the most popular and varied features of New England.

THE PROPOSED LEGISLATION DOES NOT PROTECT MANY HIGH-QUALITY ROADLESS LANDS

The proposed legislation would establish two new wilderness areas, the Sandwich Range (25,000 acres) and the Pemigewasset (45,000 acres) and additions (7,000 acres)

to the existing Presidential-Dry Range Wilderness for a total of 77,000 acres of wilderness. This is a welcome first step towards resolving RARE II for the White Mountain National Forest and designating worthy areas as wilderness. However, the proposed legislation would also drop fifteen areas from wilderness study in the upcoming plan and make them available for non-wilderness uses, including roading and timbering. The minimum acreage total being released from wilderness study and for possible development by this bill is 260,000 acres.

These areas being released are:

	Acres
Jobildunk	5,000
Dartmouth Range	10,000
Sandwich Range Extension	13,000
Presidential-Dry River Extension	14,000
Great Gulf Extension	15,000
Wild River	46,000
Kearsarge	4,000
Waterville	4,000
Cherry Mountain	9,000
Carr Mountain and Elbow Pond	17,000
Kinsman Mountain-Gordon Pond	22,000
Pemigewasset Extension	45,000
Kilkenny	27,000
Caribou-Speckled Mountain	16,000
Moat Mountain	13,000
Total	260,000

Put another way, for every roadless acre proposed for wilderness designation in this act, over 3 other acres of potential wilderness land are released from wilderness study for possible development. Pre-draft alternatives for the upcoming forest plan allocate the bulk of many of the released areas to roading and timbering. Our concern that the upcoming plan will in fact commit these areas to development was heightened by recent release of the final Regional Guide for the Eastern Region. Attached are the "assigned RPA" objectives for the White Mountain National Forest. (Attachment B.) It calls for annual timber sales to be almost doubled, from 32 million board feet to 60 million board feet, and for annual permanent road construction to be tripled, from the current three miles to nine miles in the period 1986–1990 and then to 7 miles for 1991–2030. To achieve these kinds of goals will irreversibly alter and destroy the wild and roadless character of the White Mountains.

In our view, far too many superlative areas, equally deserving of wilderness status with the areas in the bill, are left without any assured protection if this bill becomes law. Some of the most significant of the excluded areas are:

1. Kinsman Mountain—Gordon Pond. The 22,000 acre Kinsman Mountain—Gordon Pond area combines two RARE II areas that are separated only by a power line. (A 5,000 acre acquisition since RARE II also blocks up an inholding that was between the two areas.) Located to the west of Franconia Notch, the area contains many rugged, high peaks and several beautiful ponds. Traversing the area for over twelve miles, the Appalachian Trail passes over the peaks of the Kinsmans, near the Cannon Balls and Mount Wolf and past Gordon Pond and Lonesome Lake. At its northern edge is the "Old Man of the Mountain," the granite face that symbolizes the White Mountains—and New Hampshire. RARE II placed the two areas in further planning, both having received strong wilderness ratings. However, pre-draft alternatives released by the Forest Service suggest that much of the lower-elevation country would generally be committed to timber management.

2. The Pemigewasset Extension. The total of over 90,000 roadless acres in the Pemigewasset is by far the largest wilderness expanse in the Eastern national forests. The 45,000 acre Pemigewasset Wilderness designated in this Act comprises a core area surrounded by another 45,000 acres of roadless land. Many of the features of the surrounding lands are as scenic, popular and spectacular as those within the area designated as wilderness. Excluded from wilderness on the west is the long and rugged Franconia Ridge with both Mounts Lincoln and Lafayette crossed at above 5,000 feet by the Appalachian Trail. To the north are the Garfield and Zealand Ridges rising thousands of feet from the Pemi's valley floor.

Still outside the wilderness to the north the Appalachian Trail passes by the popular Zealand Falls and Zealand Pond, below the dramatic Whitewall and past Thoreau Falls and Ethan Pond. Excluded on its east is the Nancy Brook area with its scenic constellation of mountain ponds. Excluded to the south is over 15,000 acres,

not studied in RARE II, including the low-lying Hancock Notch and Sawyer Pond areas. Roads and timber sales are already chopping up the Sawyer Pond country and more erosion of the Pemi Extension is likely in the upcoming forest plan, judging from the pre-draft alternatives.

3. Carr Mountain. The 9,000 acre Carr Mountain area lies in the southwest portion of the White Mountain National Forest. Carr Mountain itself is a long, wooded mountain, separated from Mount Kineo by a marshy basin. The ponds and wetlands in this basin are used by moose and beaver and may provide the best waterfowl habitat on the entire White Mountain National Forest. The Carr Mountain area is an important and unique transition zone between the low lake country and the high peaks of the White Mountain National Forest.

Ranking high in wilderness attributes, this area was placed in further planning in RARE II. (8,000 acres of the contiguous Elbow Pond area were put in non-wilderness.) The area is lightly used in comparison to other areas in the forest and provides outstanding opportunities for solitude and wilderness experience. The area has been characterized as a quiet back-water, little disturbed by man and suitable for varieties of wildlife less tolerant of human intrusion. The area contains stands of mature second-growth timber and is not very rugged. The pre-draft alternatives of the forest plan generally allocate the bulk of the area to timber management. As this legislation releases the area from interim protection and wilderness study, we are very concerned that the upcoming plan may threaten the area's special wildlife, watershed and recreation values.

4. Wild River. The 27,000 acre Wild River further planning area is part of a larger 50,000 acre roadless area. The Forest Service gave it one of the highest ratings for wilderness attributes in the East. Proponents of the Wild River, such as the Appalachian Mountain Club, say that because it encompasses a complete watershed it may be the very top candidate for wilderness in the White Mountains. In terms of the scarcity of wilderness in the Northeast, the Wild River valley is more valuable for its undisturbed wildlife, watershed and recreation opportunities than for the small amount of timber that could be cut (and is available elsewhere.) The Wild River area is reputed to be the most important part of the Forest for pine marten, which requires old growth, and lynx.

The Ad Hoc Advisory Committee for the White Mountain National Forest proposes to send a letter to the Forest Service urging that the bulk of the area, notably the upper valley, be managed as "backcountry" to maintain its wild character. The letter will also propose that some of the lower valley (about 8,400 acres) may be made available for low-impact timbering and roading. The letter also agrees that a temporary snowmobile corridor could be allowed but should eventually be rerouted. While such a letter from the Committee is welcome it would, of course, be non-binding on the Forest Service. In this regard, we note that pre-draft management options of the Forest Service do call for roading and logging in Wild River.

5. Kilkenny. This 27,000 acre northernmost unit of the forest has been less developed than much of the rest of the White Mountains. Its high peaks offer a remote hiking and camping experience alternative to the crowded Presidentials.

It was proposed for Wilderness in the 1973 legislation. Yet the wilderness qualities of the areas are being threatened by roads and logging, particularly in the Garland Brook area and near Round Mountain. Last year's predraft management alternatives indicated that the wilderness values of half of the area proposed for Wilderness in 1973 will likely be threatened by roads and logging in the upcoming Forest Plan.

Kilkenny was never even included in the RARE II inventory. This failure to study Kilkenny was based on an early 1970's unit plan which inadequately considered it for Wilderness. The Administration has recently ordered that the non-RARE II areas be studied for Wilderness in the upcoming forest plans. However, the Advisory Committee bill would prevent this study from occurring.

6. Caribou-Speckled Mountain. This 16,000 acre area is the only national forest roadless area in Maine and thus Maine's only potential National Forest Wilderness. Its barren summits and ridges offer outstanding hiking and views. It is not crowded and offers excellent opportunities for solitude. The integrity of the area is being eroded as logging creeps up the narrow valleys on the west, and climbs the eastern slopes as well.

Like Kilkenny, Caribou-Speckled Mountain was in the 1973 Eastern Wilderness Bill but not studied in RARE II. Again, although it would be reviewed for wilderness in the upcoming plan under special direction from the Administration, the Advisory Committee bill would prevent this study.

Other high-quality wilderness candidates are also being released by this bill. Among these are two areas put in further planning in RARE II, Jobildunk and the

Dartmouth Range. In sum, in the wilderness-poor Northeast, the bill allows—in fact, directs—for the family jewels to slip and be lost through the floorboard cracks.

NEEDED ADDITIONS TO THE BILL

Before giving up the regionally and nationally significant opportunities available in the White Mountains, we must at a minimum retain the option of future wilderness through Wilderness Study Area designation. Therefore, we propose that six areas, totalling 146,000 acres, be included as Wilderness Study Areas in the bill. They are Carr Mountain (9,000 acres); Kinsman Mountain-Gordon Pond (22,000 acres); Kilkenny (27,000 acres); Caribou-Speckled Mountain (16,000 acres); Wild River (27,000 acres); and the Pemigewasset Extension (45,000 acres).

The six areas should be made Wilderness Study Areas, reviewed for wilderness in the upcoming plan and protected until Congress determines otherwise. At the same time, our proposal would release from RARE II study over 173,000 acres.

It is essential that the wilderness values of the highest quality roadless areas be protected to allow a complete range of land use and management options for their use in the future, including possible Wilderness designation. Since the upcoming ten-year Forest Plan has not been released, there is no assurance that the wilderness values in these areas will be protected by the Plan. Establishing the six areas in our proposal as wilderness study areas will guarantee that they receive interim protection from impairing threats while the Forest Service, the public and Congress review their wilderness values. (Attachment C contains maps for all six proposed Wilderness Study Areas.)

WILDERNESS STUDY PROTECTION: MANY BENEFITS, MINIMAL COSTS

As noted, wilderness study designation allows for informed and deliberate review of six high-quality areas. Evidence also indicates that these areas could be protected as roadless with minimal, if any, cost in timber supply.

There are about 4.7 million acres of commercial forest land in New Hampshire. (This is land that is capable of growing more than 20 cubic feet of timber per acre per year, the minimum for timber management.) The White Mountain National Forest contains about 460,000 acres of commercial forest land, less than 10% of the state total. Of the 146,000 acres to be Wilderness Study Areas in our proposal, about 77,000 acres are commerical forest land, about one-sixth of the National Forest total. Omitting the 15,000 acres which are in Maine, only 62,000 acres are in New Hampshire. Thus, only 1.3% of New Hampshire's commercial forest land is involved in our proposal.

Statewide

The net annual growth of timber on New Hampshire's commerical forest land is about 1.125 billion board feet. (Forest Statistics of the United States, 1977; United States Forest Service.) Of this growth, about 315 million board feet are removed. In other words, less than one-third of the timber grown each year in New Hampshire is cut. There is, thus, room for expansion of timber supplies well beyond current harvest levels.

National Forest Timber represents a minor portion of the amount harvested annually in the State. Of the 315 million board feet taken each year, about 38 million, or 12%, come from the White Mountain National Forest. Even if there were some reduction in the National Forest harvest due to Wilderness and Wilderness Study designation, there would be virtually NO impact on jobs or timber supply. As these numbers demonstrate, National Forest lands make up only a small fraction of a timber base that is already greatly underutilized.

Forestwide

Analysis also indicates that our proposal will not reduce harvest levels on the White Mountain National Forest. According to recent reports, the Forest averages about 38 million board feet offered for sale each year. (Public Involvement Package, WMNF, May 1982.) Under current management, this could be increased to 53 million board feet a year using the current land base of about 450,000 acres of commercial forest land, not including the RARE II Wilderness-recommended ares. In other words, the White Mountain National Forest is being cut at about 15 million board feet below existing capacity, according to existing plans.

Our proposal would temporarily withdraw about 77,000 acres of commercial timber land, about one-sixth of the forest base. Assuming that this would reduce the Forest's possible annual harvest by about one-sixth, this would leave the possible

annual harvest at about 44 million board feet, well above the average of recent years.

Impacts can also be measured in terms of annual potential yield. According to the last timber management plan, the Forest can eventually be harvested at an annual rate of about 60 million board feet. The annual potential yield in our proposed study areas totals about 7 million board feet. Taking them out of production would still leave an annual potential of 53 million board feet, thus allowing for more than a 35% increase over current harvest levels even if all the areas proposed for study become Wilderness.

In short, viewed both state and forest wide, our proposal will have a very small impact, if any, on New Hampshire's timber supply and related jobs. With its forests presently being cut far below capacity, the people of New Hampshire should be able to have both much more timber and much more wilderness.

CONCLUSION

The late Justice William O. Douglas ardently loved and hiked the White Mountains. Each year he flew an American flag above the Supreme Court for a day and then sent it to New Hampshire to be unfolded above the Madison Springs Hut all summer long. He once wrote:

"The White Mountains, which offer unique hiking trails in a unique wilderness, are the solace and comfort of three million people today. The number who will turn to them, seeking refuge from civilization, will increase in the years immediately ahead. Today the White Mountains are within a day's drive by car for over forty million people. By the end of this century that number will double, and the trails, ponds, shelters, campgrounds, and huts will be increasingly used. With our mounting population, every ridge, every crag, every wooded ravine will have increased value."

The Wilderness Society recognizes the extended commitments of time made by all those who have worked on this proposal and brought it to introduction and a hearing. With provisions to allow for wilderness study for remaining, prized areas, we believe that this legislation may provide appropriate protection for the many "ridges, crags and wooded ravines" of the White Mountains, which have greater value with each passing year.

ATTACHMENT A

MINIMUM WHITE MOUNTAIN NATIONAL FOREST ACREAGE WITH WILDERNESS POTENTIAL

RARE II INVENTORY - 265,056 ACRES TOTAL:

January 1979 USFS Recommendation:

WILDERNESS:	
Pemigewasset	75,610 Acres
Wild River	46,262 "
Kinsman Mountain	8,420 "
Sandwich Range	37,884 "
	168,176 Acres
FURTHER PLANNING:	
Mt. Wolf-Gordon Pond	11,179 Acres
Jobildunk (Moosilauke)	4,920 "
Dartmouth Range	10,142 "
Presi.-Dry River Ext.	21,011 "
Great Gulf Extension	15,382 "
Cherry Mountain	9,272 "
	71,906 Acres
NON-WILDERNESS:	
Kearsarge	4,374 Acres
Carr Mountain	16,400 "
Waterville	3,200 "
	23,774 Acres

April 1979 "President's Recommendation":

WILDERNESS:	
Sandwich Range	26,159 Acres
Presi-Dry River Ext.	6,884 "
	33,043 Acres
FURTHER PLANNING:	
Pemigewasset	75,610 Acres
Wild River	27,000 "
Kinsman Mountain	8,420 "
Mt. Wolf-Gordon Pond	11,179 "
Jobildunk (Moosilauke)	4,920 "
Dartmouth Range	10,142 "
Carr Mountain	9,000 "
	146,271 Acres
NON-WILDERNESS:	
Sandwich Range	11,725 Acres
Wild River	19,262 "
Presi-Dry River Ext.	14,127 "
Great Gulf Extension	15,382 "
Cherry Mountain	9,272 "
Kearsarge	4,373 "
Carr Mtn. (Elbow Pond)	7,400 "
Waterville	4,200 "
	85,742 Acres
TOTAL INVENTORY:	265,056 Acres

ROADLESS AREA NOT INVENTORIED IN RARE II BUT IDENTIFIED FOR WILDERNESS STUDY IN UPCOMING FOREST PLAN - 58,000 ACRES:

Kilkenny	27,000 Acres
Caribou-Speckled Mtn.	16,000 Acres
Pemigewasset Extension	15,000 Acres
Moat Mountain	13,000 Acres
TOTAL	71,000 Acres

THEREFORE, 336,000 MINIMUM TOTAL ACRES OF POTENTIAL WILDERNESS IN THE MWNF

ATTACHMENT B

REGIONAL GUIDE FOR THE EASTERN REGION

September 1983

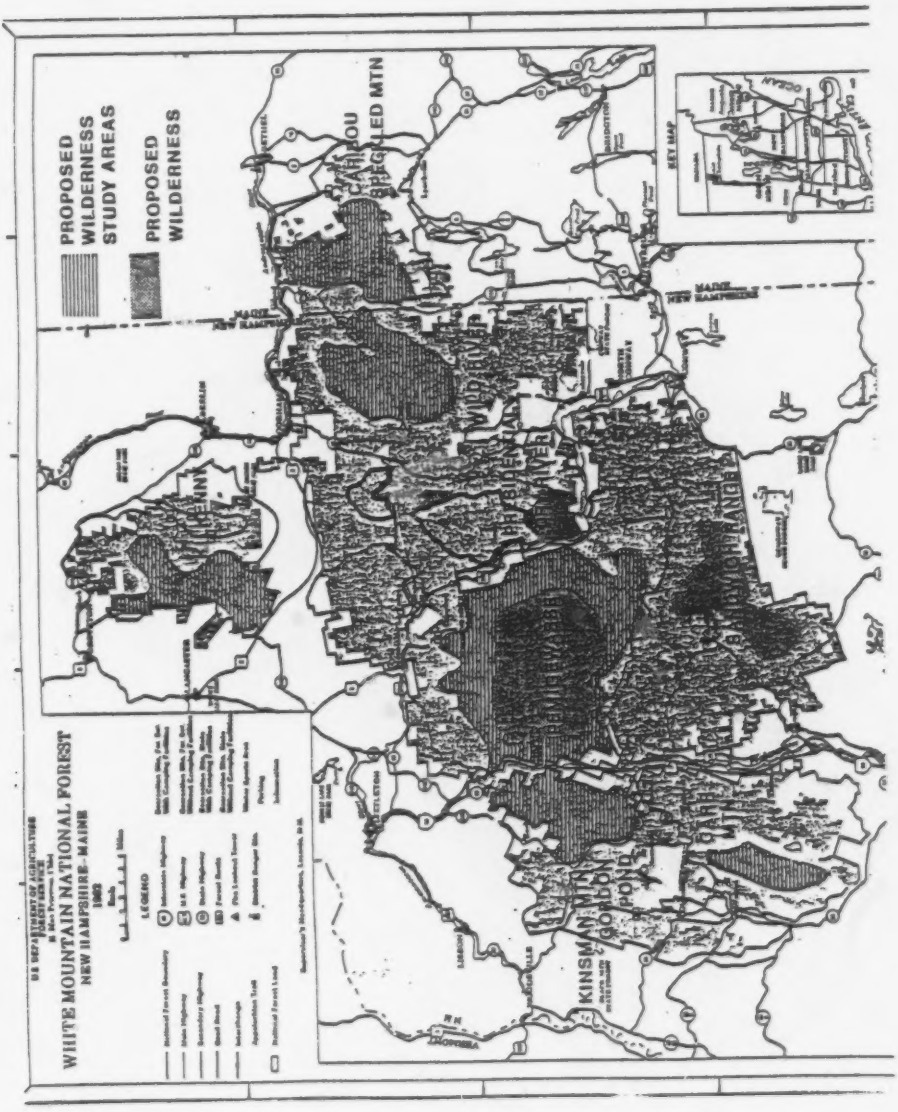
Eastern Region
USDA, Forest Service
Henry S. Reuss Federal Plaza, Suite 500
310 West Wisconsin Avenue
Milwaukee, Wisconsin 53203
(414)291-4125

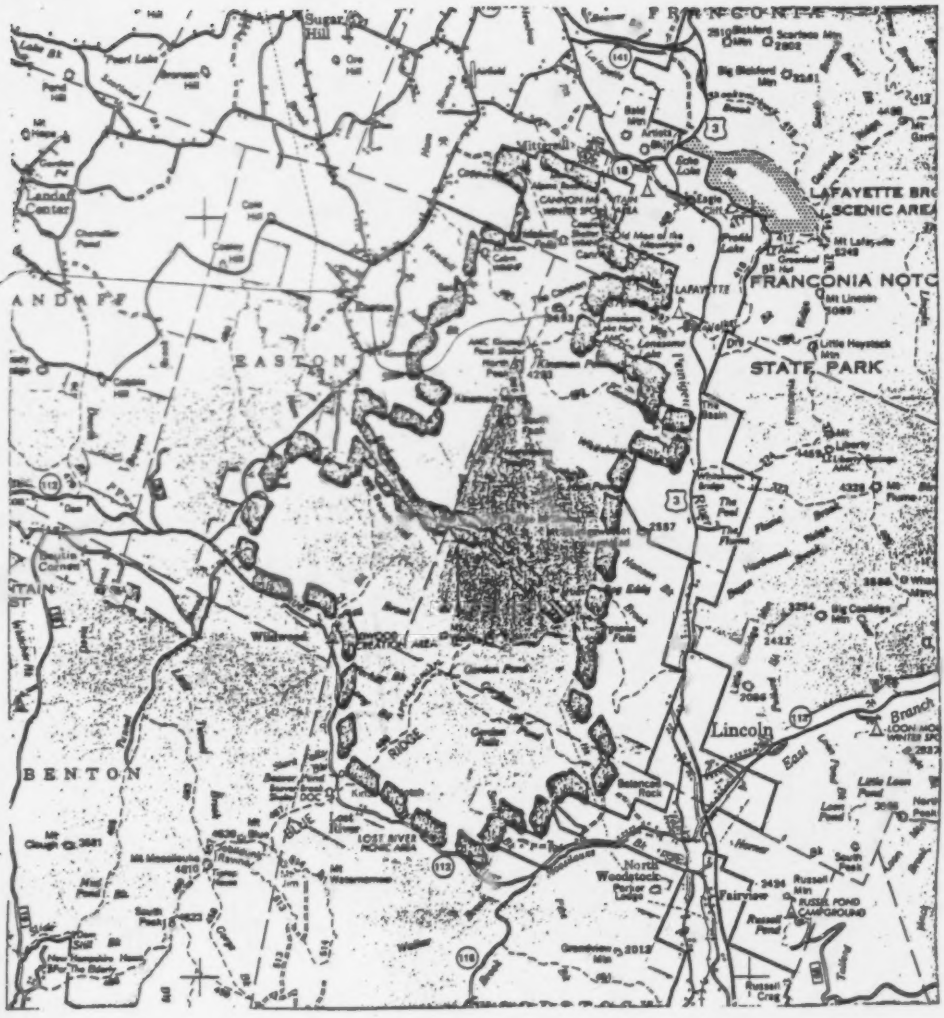
Table 3-17

1980 RPA Annual Program Outputs, Activities, and Costs for White Mountain National Forest

Program Element and Activity	Unit of Measure	Annual Units								
		1982	1983	1984	1985	1986-1990	1991-2000	2001-2010	2011-2020	2021-2030
Recreation										
Developed and Dispersed Recreation Use	Thousand RVD's	2,503	2,694	2,796	2,942	3,441	3,664	3,920	4,154	4,336
Trail Const./R const.	Miles	80	65	45	23	30	30	33	33	50
Wildlife and Fish										
Wildlife Habitat Improvement	M Acres Equivalent	1.15	1.22	1.25	1.29	1.20	1.02	0.85	0.62	0.62
Wildlife Habitat Improvement	Thousand Acres	0.35	0.40	0.60	0.70	1.0	1.0	1.0	1.0	1.0
Fish Habitat Improvement	Thousand Acres	-	0	0	0	0	0.01	0.01	0.01	0.01
Fish Structural Improvement	Structures	-	15	25	30	40	40	50	61	61
Range										
Grazing Use	Thousand AUM's	0	0	0	0	0	0	0	0	0
Timber	(million)									
Program Sales Offered	MM Board Feet	34	35	36	37	42	52	58	58	60
Reforestation	Thousand Acres	0.5	0.5	0.6	0.7	0.7	0.7	0.9	0.9	1.1
Timber Stand Improvement	Thousand Acres	1.7	2.3	2.9	3.5	2.9	3.6	3.9	3.9	3.7
Water										
Meeting Water Quality Goals	MM Acre-Feet	1.59	1.60	1.63	1.66	1.66	1.66	1.66	1.66	1.66
Minerals										
Leases and Permits	Operating Plans	4	4	4	4	5	6	7	7	7
Human and Community Development										
Human Resources Programs	Enrollee Years	114.38	114.38	114.38	114.38	19.14	19.14	19.14	19.14	19.14
Protection										
Fuelbreak and Fire Treatment	Thousand Acres	0.07	0.08	0.08	0.09	0.09	0.09	0.09	0.09	0.10
Lands										
Purchase and Acquisition (Includes Exchange)	Thousand Acres	1.5	1.5	1.5	1.5	1.5	1.0	0	0	0
Soils										
Soil and Water Resource Imp.	Thousand Acres	0.02	0.02	0.02	0.02	0.03	0.03	0.03	0.03	0.03
Facilities - permanent										
Road Const./Reconst.	Miles	3	4	5	6	9	7	7	7	7
Costs										
Total Funds	M Dollars	8,154.0	9,005.9	9,195.3	9,761.6	10,043.4	10,116.3	11,446.3	11,818.7	12,159.2

ATTACHMENT C

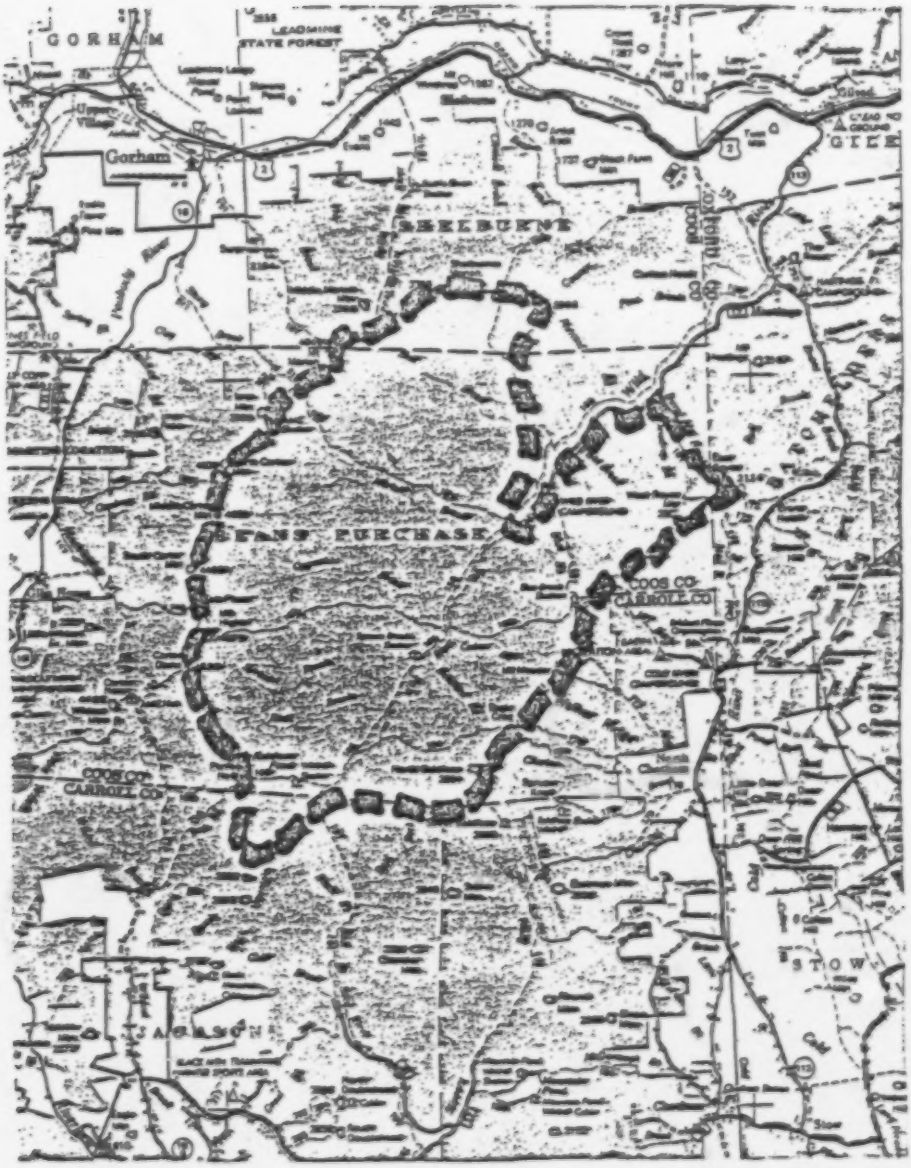




MT. KINSMAN - GORDON POND
WILDERNESS STUDY AREA (APPROX. 22,000 AC.)

PEMIGEWASSET WILDERNESS (APPROX. 45,000 AC.)
AND WILDERNESS STUDY AREA (APPROX. 45,000 AC.)
TOTAL: APPROX. 90,000 AC.

CARR MOUNTAIN WILDERNESS STUDY AREA
(APPROX. 9,000 ACRES)



WILD RIVER WILDERNESS STUDY AREA
(APPROX. 27,000 ACRES)

KILKENNY WILDERNESS STUDY AREA
(APPROX. 27,000 ACRES)

CARIBOU-SPECKLED MTN.
WILDERNESS STUDY AREA (APPROX 16,000 ACRES)
(LOCATED IN MAINE)

STATEMENT OF BROCK EVANS, VICE PRESIDENT FOR NATIONAL ISSUES, NATIONAL AUDUBON SOCIETY

The National Audubon Society is pleased to appear before this Committee today in support of legislation to add several important areas in the White Mountain National Forest of New Hampshire to the National Wilderness Preservation System. Many of our members use and enjoy the famous White Mountain National Forest, and consider its wild land resources to be among the very best in the entire eastern part of the United States. I have personally traveled through the Pemigewassett, the Sandwich range, and the Wild River country and can testify about its beauty and value from first hand experience.

We are concerned, however, that the legislation before us today, while commendable and a good start, does not mark for protection all the wild land resources that so richly deserve it. Specifically omitted from special protection at this point are such places as the Wild River area, and Caribou-Speckled, Kilkenny, Carr Mountain and Kinsman Mountain, not to mention extensive de facto wilderness surrounding the proposed Pemigewassett wilderness. Each of these areas deserves full and final protection under the terms of the Wilderness Act, and we have so stated for a long time. Because of these strongly-held views, we therefore would support any measures, including wilderness study area status or committee report language which gives firm directives to the Forest Service to manage these areas in an unblemished status until their wilderness values have been more fully evaluated. We would be pleased to work with the Committee to develop proper language in this regard.

Finally, we would like to bring one special matter to the Committee's attention: The so-called "Wild River exclusion"—an area of almost 7,000 acres in the northeast corner of this area, once contained in the Forest Service Wild River further planning area, but now excluded from any consideration for wilderness protection. These are the lands north of Moriah Brook and the Blue Brook watershed. Containing lands along and near the Wild River itself and the Wild River campground, these excluded areas serve as an important gateway to the upper parts of the Wild River valley, and, taken together with the remainder of the valley, constitute one of the rarest and most important resources in the entire White Mountain region: flat, low-elevation river bottom, traversable all year round by all kinds of visitors who do not need to be physically fit to enjoy a wild land experience.

The lands had been excluded from consideration by recommendations of some for wilderness protection on the grounds that they should be made available for non-wilderness uses, including possible timber cutting. The conflicts inherent in such a possibility are obvious: the possible compromising of one of the few true low-evaluation relatively flat entranceways into any wild country in the White Mountains, regional impacts, and watershed impacts.

It is the Audubon Society's view that these lands should be specifically included in a final Wild River wilderness, and that has been our consistent viewpoint all along. If they are not, and other protections are given to the rest of the Wild River wilderness, we urge at the very least that the Committee make it plain to the Forest Service that any program for timber cutting be conducted in such a way as to retain the basic present and potential wild character of this area. Specifically, no clear cuts should be permitted, buffer strips should be maintained around streams and trail corridors, roads should be aligned and built so as to absolutely minimize environmental impact, visual and soil disturbances. We do not even favor prescriptions like this, since the highest values of this area are plainly for wilderness; but they would be far preferable to nothing at all.

Thank you for this opportunity to testify. The wilderness resources of the White Mountains are among the most significant remaining to us in the East, and we hope that we can do well by them.

STATEMENT OF ALLEN E. SMITH, PRESIDENT, DEFENDERS OF WILDLIFE

Mr. Chairman, I am Allen E. Smith, President, Defenders of Wildlife. As a non-profit, volunteer membership organization with over 100,000 supporters, Defenders of Wildlife seeks to preserve, enhance, and protect the natural abundance and diversity of wildlife, including the integrity of natural wildlife ecosystems. To this end, Defenders of Wildlife recognizes and supports wilderness designation as a significant management strategy of wildlife conservation and the ultimate form of wildlife habitat protection.

We object to S. 1851, because it does not go far enough in two ways. First, the bill does not deal with either wilderness designation or wilderness study in the areas of Wild River, Kilkenny, Carr Mountain, the outer Pemigewasset, and Kinsman Moun-

tain-Gordon Pond in New Hampshire, and the area of Caribou-Speckled Mountain in Maine. Second, these six areas are permanently released by this bill without further protection of their wilderness values while these issues are resolved.

Notwithstanding a model program of resource planning on White Mountain National Forest, Wilderness Study of many of these areas on the forest was either omitted or inadequate. Without interim Congressional protection for these areas, it would be naive to believe that we will again have the opportunity to study wilderness in the White Mountain National Forest on a scale that we can today. It would be equally naive to believe that well meaning personnel on the forest itself can ultimately protect this wilderness resource. I say these things based on both a lifetime of watching the roadless character of this forest erode to development, and because in September, 1983 the U.S. Forest Service issued assigned RPA objectives and Annual Program Outputs for the White Mountain National Forest that will nearly double timber production and road building on this forest.

Ten (10) years ago I came before Congressional committees as a New England citizen to present testimony on behalf of many people who believe that these areas should be studied and protected as wilderness. At that time we had proposed wilderness designation for the four (4) areas of Wild River, Kilkenny, Carr Mountain and the Dry River—Rocky Branch in New Hampshire, and the Caribou-Speckled Mountain area in Maine; and had proposed wilderness study for the three (3) areas of Great Gulf Extension, Pemigewasset, and Sandwich Range in New Hampshire. We had prepared field surveys, maps, and documentation of the natural resource and wilderness values of these areas and presented that body of facts to Congress at that time, February 21, 1973 in Senate Committee and April 2, 1974, in House Committee.

During the intervening period, only one area—the Dry River—Rocky Branch—has moved forward in law to become the Southern Presidential-Dry River Wilderness Area as part of the National Wilderness Preservation System. As one who grew up in those New Hampshire mountains and knows them intimately to this day, I submit that these areas are just as highly qualified for wilderness consideration today as they were in 1973.

As an advocate for wildlife conservation, I firmly believe that the only opportunity for significant preservation of undisturbed wilderness habitat for wildlife is on our public lands, since economics and commodity production preclude this on most private lands. In the heavily developed east, this is even more acute. Most of the privately owned forests of northern New England are heavily managed for timber, thus precluding any natural evolution in an undisturbed habitat. That is not meant to say that private lands do not provide significant wildlife habitat—they in point of fact do. What is meant here is that we should have biologically undisturbed areas as benchmark research areas, and that can only be provided at a meaningful level on public lands. The biological value and significance of wilderness in the White Mountain National Forest far outshadows the size of the proposals before you. Further, we should not look at the potential commodity values of these National Forest lands as though they are the last place available in New England for timber production—they are not. These are, however, the lands of last resort to preserve significant wilderness in the populous northeast.

Mr. Chairman, we strongly urge that the wilderness values of these six proposed study areas by protected. Thank you very much for the opportunity to present our views today.

STATEMENT OF SCOTT SHOTWELL, ASSISTANT VICE PRESIDENT, GOVERNMENT AFFAIRS, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. Chairman, Members of the Committee, I am Scott Shotwell, Assistant Vice President, Government Affairs, National Forest Products Association.

Headquartered in Washington, D.C., the National Forest Products Association (NFPA) is a federation of twenty-nine regional product and species associations and fifteen direct member companies. NFPA represents the growers, manufacturers, and wholesale distributors of solid wood products throughout the United States.

While some members of the forest products industry in New Hampshire are uncomfortable with this additional Wilderness acreage, other members regard S. 1851 as a reasonable compromise. It is NFPA's position that this bill represents a substantial improvement over previous legislation.

Our testimony today is based on the inadequate "release" language in the bill. There is no certainty that the lands not designated as Wilderness will remain available for non-Wilderness uses. Logging has played an important role in the history

and development of the White Mountains and is still providing a major contribution to the culture and economic health of surrounding communities.

Managing a forest is a very long-range proposition. What you will be able to harvest 40 to 80 years from now depends on what you do today. The actions you take, or don't take today, will have consequences for generations still unborn.

The basic element in forest management is the land base. Forest managers must know how much land is available for management—and will continue to be available.

In 1973 to help stabilize the national forest land base, the Forest Service undertook a study known as RARE II, the Forest Service's second Roadless Area Review and Evaluation.

The aim of RARE II was to let Congress and the public settle which lands are to be available for general recreation and commodity uses and which for Wilderness, so that all the roadless land would not be tied up indefinitely simply because it was potential Wilderness.

In 1979, eight years after the study of these lands began, the Carter Administration announced its recommendations for using the land: 15 million acres would be added to the nation's Wilderness system; 36 million acres would be returned to non-Wilderness multiple uses; and 11 million acres would be studied further. The Administration sent the recommendations to Congress since only Congress can designate land as Wilderness.

Technically, the lands recommended for non-Wilderness in RARE II are available for multiple use management. But in reality, any decision the Forest Service makes about developing land is likely to be met with an array of appeals, court suits, and political action.

As long as uncertainty remains about the use of these lands, the forest industry must realistically consider them as potential Wilderness. This effects investment decisions and the industry's ability to meet demand for wood products in the future.

From the timber industry's point of view, the key resolution of the roadless area issue is reasonable Wilderness designations and the implementation of:

(1) strong and clear "sufficiency" language to end legal challenges based on RARE II, and

(2) "release" language to provide some element of certainty for a reasonable period of time.

Wilderness classification provides permanent protection for the allocated areas. A similar degree of protection should be provided for non-Wilderness areas. Release language, as contained in Sec. 5 of the bill provides very little protection. It provides release for only the "initial management plans" and only until the first "revision". The Forest Service's National Forest Management Act (NFMA) regulations provide that revisions may be considered at anytime. This means that as early as 1985 the Wilderness characteristics of roadless areas will again become a dominant factor in Forest Service planning and management. This so called "release" hardly provides stability in land management for the forest users of New Hampshire.

Section 5 of the bill contains adequate "sufficiency" language to end the threat of legal challenges to the RARE II Environmental Impact Statement, but unfortunately it does little to protect potential future multiple use management on the non-Wilderness RARE II lands. This can only be done with strong "release" language.

Section 5(b)(2) states that:

". . . The Department of Agriculture shall not be required to review the Wilderness option prior to the revision of the initial plans (to be completed by 1985) and in no case prior to the date established by law for completion of the initial planning cycle."

When should the Wilderness option for roadless areas again be considered? The initial plans are to be completed by September 30, 1985. The National Forest Management Act provides that a plan shall be in effect for no longer than 15 years before it is revised.

In this connection, S. 1851 should be amended to provide for release language similar to that contained in S. 543, the Wyoming Wilderness bill passed by the Senate earlier this year. This approach offers a realistic solution to a controversial problem by saying that the Wilderness option would be considered in each future planning generation begun after December 31, 2000.

Under this language, the Forest Service may conduct a timber sale in a roadless area and not be challenged on the basis that the area must be considered for Wilderness in a future planning cycle. Once into a second-generation plan, the Forest Service may, of course, manage a roadless area according to that plan and the Wilderness option could be considered at that time. In short, the wilderness option

must be considered in each future planning generation begun after December 31, 2000.

In summary, opportunities also exist to increase employment in the forest industry and in building and related service industries by improving National Forest timber productivity. For every timber industry job at least two more jobs in related industry are created, according to an independent consulting firm. We stress the need for strong "release" language that will provide stability and land management for the forest industry users of New Hampshire.

STATEMENT OF TIM MAHONEY, WASHINGTON REPRESENTATIVE, SIERRA CLUB

Mr. Chairman, members of the Committee. I am Tim Mahoney, Washington Representative of the Sierra Club. Our organization strongly supports S. 1851, the White Mountain Wilderness bill. Abigail Avery of our New England Chapter is specifically addressing the lands which would be protected by that measure. However, because this is the first hearing before the Agriculture Committee on wilderness and "release" language in several years. I would like to devote my statement to the concept of "release" language, the meaning of the particular formulation found in S. 1851, its importance to the White Mountain bill, and the reason that the Sierra Club opposes some of the other formulations which have been proposed in other bills and by the Administration.

The Forest Service does not have the power to "designate" wilderness—only the power to "recommend" that Congress enact legislation. Administrative power to designate wilderness is specifically denied by the 1964 Wilderness Act. Wilderness proponents would have like to see a so-called "passive" entry into the wilderness system. Such a system was proposed in the 1950's. But opponents of wilderness saw to it that for a tract of land to enter the system, the burden would lie with proponents to work to see that a law is passed.

The Congress carefully examines the specific areas and listens to both proponents and opponents before moving. Wilderness proponents accept this burden, because opponents of wilderness have a similar burden to "undesignate" a wilderness. Wilderness supporters have learned that this protection is far more desirable than various administrative measures which have often been proved temporary.

No legislation has ever been necessary for lands not made wilderness. They are managed for multiple uses under existing laws, particularly the National Forest Management Act of 1976 (NFMA). No new legislation is needed to build roads or cut trees on our national forests, provided the Forest Service works within existing law.

"Release" language as a concept was invented by the timber industry during and after RARE II. There appeared to be two principal aims to the original "release" proposition: (1) to insulate the RARE II process from lawsuits and; (2) to amend the NFMA to prevent the Forest Service from ever again considering wilderness on its land, whether the agency or the public wishes to or not.

Timber proponents pressed for legislation which took care of both objectives. Conservationists originally thought that the first objective was unnecessary and the second undesirable in the extreme. It would be the equivalent of our proposing legislation which said that any land not already placed in timber production by 1979 could never be considered for timber production—no matter what its attributes—no matter how circumstances change. (For a discussion on the original concepts embodied, please see the Journal of Forestry, Feb. 1980, attached).[1]

The much ballyhooed lawsuits over RARE II never materialized for the most part. We urge conservation groups not to sue—not because we thought RARE II was done well or even legally—but because we know that only Congress—not the courts —can designate wilderness. Only two lawsuits emerged immediately after RARE II—one by the State of California arguing against classification of some lands in that state as non-wilderness, one by a timber group in North Carolina arguing against wilderness and further planning categories.

I want to stress that, despite the California lawsuit, non-wilderness activities began on April 15, 1979 on portions of approximately 35 million acres of land without incident—long before any new wilderness was passed by Congress.

Nevertheless, the California lawsuit changed the legislative circumstances in California and the resolution of the Court became necessary in consideration of a California bill. Other states' delegations could see that such a lawsuit was possible—even hypothetically. The California lawmakers determined that if a statewide wil-

[1] The attachments to Mr. Mahoney's statement have been retained in the committee files.

derness package was to be designated, such a suit should be mooted as part of the same package.

Two sets of negotiations began in late spring and summer 1980. One between Senators Hart and Armstrong in the context of Senate consideration of the Colorado Wilderness bill, one between Representatives Phil Burton and Bizz Johnson and Don Clausen in the context of House consideration of a California bill. The California negotiation was more formal—chaired by Public Lands Subcommittee Chairman John Seiberling, attended by Chief Max Peterson and argued by representatives of the timber industry and the Sierra Club as well as the Congressional representatives.

Both sets of negotiations came to the same conclusion: that the first concern of the timber interests—lawsuits over RARE II was legitimate, but that the second objective—to change the planning process to exclude wilderness consideration in the future went way too far and altered the meaning of RARE II.

Both agreements protected timber interests from two types of suits:

(1) lawsuits against RARE II itself including the specific California lawsuit over the NEPA adequacy of the RARE II Environmental Statement and;

(2) a lawsuit stating that RARE II did not decide the wilderness/non-wilderness question for the first generation of forest plans, and which requires the Forest Service to reconsider wilderness in that first generation—before 1985.

Both groups agreed that there should be no "RARE III". The California group also came up with a specific provision which declared that lands "released" in the first generation could be developed—they could not be held up further on wilderness grounds. But that did not mandate development of the lands. After all, the Forest Service had frequently stated that it does not follow that lands not recommended for wilderness would automatically be developed. Neither compromise tried to go beyond what was then the ten year life of the initial plan, at that time thought to end around 1993.

In end, the Colorado senators agreed to adopt the product of the California negotiations—because it was more clearly drafted and yet consistent with their own settlement. Senators Bumpers and Hatfield of the Senate National Parks Subcommittee also agreed upon it as a compromise. Senator Hatfield offered the language as an amendment to the Colorado bill in Committee. Both bills were reported from their respective Committees in August 1980.

Chairman Seiberling asked the timber industry attorney to draft Committee report language so that the industry would feel secure that the language was not misinterpreted. Senators Bumpers and Hatfield used the House Committee Report as an aid in drafting the Senate Committee report to ensure consistency. (Both reports, giving the original interpretation of the language, are attached.) [1]

Ultimately, the language was inserted into the Colorado, New Mexico, and Alaska laws of the 96th Congress, the Indiana, Missouri and West Virginia laws of the 97th Congress and the Lee Metcalf Act (referring to a portion of the state of Montana) in the 98th Congress. No other formulation has become law.

It has been argued that this language does not "release" lands for a long enough period. It was designed to work within the existing planning process. It is argued that a plan could be revised in 1986. It is possible, but unlikely. The plans seem to take longer and longer and longer. In 1980, when this compromise was reached, it was anticipated that plans would be revised around 1993. Since cutting had begun in 1979, this meant a fourteen year development period despite the 10 year planning cycle. Today, it is anticipated that the initial plans will not be complete until 1985. The Reagan Administration has changed the planning cycle to 15 years. So a likely revision date is 2000. Since, cutting began in 1979, there now exists a twenty-one year period of development without wilderness reconsideration. This hardly works to the advantage of wilderness supporters.

We are not happy with these delays, but we are still willing to stand by the language we negotiated despite the seven years of development added through agency and legislative inaction. The proposed changes in "release" language suggested by the Administration would supersede the planning cycle and/or mandate development of lands which the Forest Service may or may not think should be developed and which have not been subject to any scrutiny by the Congress, comparable to that received by wilderness proposals.

The "release" language contained in the Wyoming bill, S. 542, is supported by development interests in that state and has been suggested as an alternative.

Let me point out two major provisions in the language which make it unacceptable to environmental groups.

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[1] Retained in committee files.

(1) It is mandated that released lands "shall be managed for multiple uses other than wilderness until and unless directed by an Act of Congress." We believe this means that, even if the Forest Service believed that lands should be designated wilderness and made such a recommendation, the agency must at the same time approve development plans which would disqualify the area from wilderness. Forest Service wilderness recommendations are temporary—they have already been reduced by the Reagan Administration. Nevertheless, they represent a professional recommendation and land allocation for the initial round of forest plans, just as development is an allocation. These recommendations are open to revision and they may be rescinded. But the Forest Service should not be given statutory direction to develop its lands if the agency believes they shoud be left undeveloped.

(2) Wilderness consideration is prohibited during the planning process prior to December 31, 2000. Hence, if the forest plans are to be revised in 1999 or 2000 or before (as is the current schedule) it would be illegal to consider wilderness along with other areas for any qualifying lands in the forest plan. Coupled with the nonwilderness management clause, wilderness would not be considered prior to the second round of forest planning—say in the year of 2014 or 2015—if any undeveloped land existed after being subjected to development options for the 36 year period beginning in 1979.

Why should be Congress stray from the formula used now in seven states unless that formula is obviously flawed? In responses to the Senate Energy and Natural Resources Committee contained in the hearing record on S. 842, in 1981 (attached) the Chief of the Forest Service stated "the management of nonwilderness in Colorado, Alaska and New Mexico is proceeding in an orderly planned manner. We do not have any lawsuits in these states. We are not aware of any loopholes or major complaints in these states".

The Sierra Club can support the White Mountain Bill even though its wilderness provisions are moderate. We can do this because the planning process exists and has not been tampered with. We know that if the people of New Hampshire wish to reexamine the wilderness question in the future it will not be precluded.

As such, the release language becomes a lynchpin for resolving our differences and avoiding a so-called "RARE III". To alter the future planning of the White Mountain National Forest—or any other forest—would turn a careful consensus building process, into a "winner take all—forever" process which will operate to increase polarization and obstruct careful, professional, and dynamic forest planning.

We hope that the Committee will approve S. 1851 and particularly its "release" provisions. Thank you for this opportunity to testify.

STATEMENT OF DAVID SANDERSON, WEST NEWBURY, MASS.

I wish to express my strong support for S. 1851, in the form in which it has been presented to the Committee. I have been a user of the White Mountain National Forest in a variety of ways for most of my life. For the past decade I have been actively involved in the planning and management process on the Forest, initially as representative of the New England Trail Rider Association, a regional organization of motorcycle trail riders, and for the past year simply as a volunteer.

During that ten years I participated as a member of the White Mountain National Forest Advisory Committee in both Forest-wide and localized plans, and as a citizen volunteer in a number of public working groups on Unit Plans for parts of the Forest. On behalf of the Trail Rider Association I worked with the Forest Service to develop management plans for trail bike use on the Forest, including a cooperative trail maintenance agreement.

From 1979 through 1981 I was one of three New Englanders working with the USFS Regional Office as citizen volunteers assisting with development of the Regional Forest Plan. My current duties as consultant to a national trade association place me in regular contact with National Forests in different parts of the country.

S. 1851 represents an extraordinary compromise, and deserves the Committee's full support. During all the time I have been active in White Mountain National Forest planning and management, the issue of designated Wilderness has remained important. Most often the issue has been an obstacle, something that could not be resolved yet could not be ignored. Normal planning and management activities have suffered as a result.

This situation reached a crisis point last spring, when it became impossible for the Forest Service to proceed with the Forest Plan, and indeed it appeared that they would be forced to repeat something like the RARE II process. S. 1851 is in part a response to this situation.

Thus the bill deserves your support because effective, ongoing management of the National Forests deserves your support. This bill must pass as soon as possible if the Forest Service is to be able to do its job on the White Mountain National Forest.

The second important reason the bill deserves your support is that it embodies an agreement to settle the controversies that have surrounded designated Wilderness on the Forest, until the next revision of the Forest Plan is prepared. This agreement is the result of intense cooperative effort on the part of people like myself, people who have been participants in the Forest planning and management process for years, people who represent the diverse interests who care about and benefit from the National Forest.

Although there is certainly some local pride involved, those of us who have participated in this process for some years feel that there are very few National Forests in the nation where such cooperative work, informed by a common interest in the best management possible for our public lands, can be found. If you believe in the principle of public involvement in the land management process, and in the principle that users of our public lands should be able to reach consensus on such issues as Wilderness without requiring edicts and regulations from managers and legislators, then you should support S. 1851 as presented to you.

It is important to dispose of some of the objections that have been raised to this legislation. In the first place, the loudest objections have come from national preservationist groups. Their position is in sharp contrast to the positions of the major New England conservation organizations, who have worked closely with the managers of the White Mountain National Forest and best understand what the bill really represents to Forest management.

The position of these national groups is understandable. Deeply scarred by the polarization and controversies that have characterized Wilderness designation elsewhere in the country, they make false assumptions about the implications of S. 1851. You should understand these objections for what they are, and ignore them.

Two issues are worth further comment. The first is whether the land area designated under S. 1851 is large enough; the second is the question of management for lands not included in S. 1851.

To understand why the lands in the bill are there, it is important to understand the compromise that the bill represents. The lands included reflect some major changes in position by several key interest groups, both those who have agreed to designation for lands that they formerly opposed as Wilderness, and those who have given up designation as an objective for some lands they had long advocated as Wilderness.

For myself, I feel strongly that the need for this very unusual category of land management will be fully met by the bill; further designations would be inappropriate and even detrimental to the best interests of the public. Especially in New England, National Forests represent a resource of varied opportunities for the widest possible range of citizens, both recreational and economic. If you believe that National Forest lands should continue to provide this broad range of opportunities, then clearly land management that is detrimental to continued multiple use is not in the best interests of the public. Excessive Wilderness designation would certainly have this detrimental effect.

It is regularly suggested that Wilderness designation is the only alternative to "development", where that term is used in a nonspecific and pejorative fashion. This is not an effective objection. It is the responsibility of the Forest Service to work with the many segments of the public to achieve management for the Forests that meets many different needs while protecting the resources adequately. On the White Mountain National Forest, the managers have met this responsibility.

Indeed, there must be few National Forests in the nation where so many members of the public have been so intimately involved in the management process for so long. A major reason that the interests who worked together on S. 1851 reached their consensus is that they know the management process that exists, and have confidence that their needs will continue to be addressed, with or without special legislation that forces the Forest Service into particular management postures.

In part, this means that we understand that there are many management strategies available to protect the values associated with designated Wilderness—designation is far from the only alternative for good land management, and in many cases is also far from the best alternative.

As experienced legislators, I am sure the Committee understands that it is important to recognize when legislation will accomplish certain goals, and when it will not. It has taken a decade to achieve S. 1851. The bill represents badly needed, appropriate legislation. It will accomplish what is needed without going beyond to ad-

dress unnecessary issues. Wilderness designation is appropriate for the lands included; at this time, it is appropriate *only* for those lands included.

I hope the Committee will recognize this fact, and support and pass this important piece of legislation as soon as possible.

STATEMENT OF KARL S. SCOTT, GENERAL MANAGER, WOODLANDS, JAMES RIVER CORP., BERLIN, N.H.

Senate Bill 1851 "White Mountain National Forest Wilderness Act of 1983" is a product of an ad hoc White Mountain National Forest Advisory Committee. The majority of the committee members are concerned New Hampshire citizens who have diversified backgrounds and interests ranging from strong wilderness advocates to those who favor timber management on the Forest.

Their goal or objective was to bypass the stalled RARE II program by first coming to an agreement by consensus on areas that should be designated as Wilderness Areas in the White Mountain National Forest based on RARE II criteria. Secondly, such legislation would allow the planning and management process for the White Mountain National Forest to move ahead. Thirdly, unless expressly authorized by Congress the Department of Agriculture shall not conduct any further statewide roadless area reviews and evaluation of the National Forest system lands in New Hampshire or Maine for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

I served on this ad hoc committee as a Forest Industry Representative and it seems to me that we achieved our goals. If Senate Bill 1851 becomes a law as originally presented, I believe New Hampshire Forest Industries will still have an adequate forest resource for its immediate needs and the foreseeable future.

If this bill is amended to include additional wilderness designated areas for studies or other consideration, it is my opinion that the original bill has been compromised beyond the point where the Forest Industries could or should support Senate Bill 1851.

AUDUBON SOCIETY OF HEW HAMPSHIRE,
Concord, N.H., November 7, 1983.

Hon. JESSE HELMS,
Chairman, Senate Agriculture Committee,
Russell Senate Office Building, Washington, D.C.

DEAR SENATOR HELMS AND MEMBERS OF THE COMMITTEE: The Audubon Society of New Hampshire (ASHN) strongly and enthusiastically supports S. 1851, the White Mountain National Forest Wilderness Bill. ASNH is an independent, statewide, nonprofit organization with more than 5,000 members, dedicated to the conservation and wise use of our natural resources.

ASNH has been as active participant in the planning process for the White Mountain National Forest (WMNF), taking part in opportunities for public comment and participating in the Concord, N.H., working group during the current round of forest planning. ASNH was a member of the official WMNF Advisory Committee throughout the mid-1970's, and an active member of the Ad Hoc WMNF Advisory Committee (Ad Hoc Committee) during its consideration of the wilderness issue from early 1979 through the present.

The Audubon Society of New Hampshire is a wilderness supporter. We believe there should be public lands that are premanently preserved and managed for their wilderness characteristics to serve as ecological benchmarks. We do not view wilderness as a single use classification. Wilderness can accomodate a variety of public uses and provide support for numerous human and environmental values. Among these uses and values are forms of recreation such as hiking, backpacking, cross-country skiing, fishing, hunting, photography, scientific research, solitude, watershed protection, and education.

It is important to realize that S. 1851 represents a consensus position reached by a wide variety of WMNF interests. We are in full support of this consensus position. There exists in New Hampshire a long-standing tradition of cooperation among WMNF interest groups, and this most recent effort is a continuation of that tradition.

The consensus was reached neither lightly nor easily. Compromises were made on all sides on the basis that 1) a timely and definitive resolution of the current impasse was in the best interest of the WMNF and 2) it was the best way to gain release of the draft forest plan.

ASNH would have preferred to see additional Wilderness acreage included in the bill. We feel, however, that S. 1851 as introduced provides a substantial representation of the wildlands present in the WMNF while also meeting the 2-part objective of timely resolution of the issue plus release of the draft forest plan.

We recognize that S. 1851 completes the RARE II process and releases the Further Planning areas into the forest planning process. We support specifically and most strongly the statutory language in S. 1851 that permits consideration of wilderness as a management option in future planning cycles. This language was essential to our supporting the Ad Hoc Committee consensus. ASNH is committed in continuing our ongoing active participation in the forest planning process.

S. 1851 is a carefully designed Wilderness proposal. It represents significant public commitment and cooperation, and it has the support of the people of New Hampshire. We respectfully urge the committee to support S. 1851.

Thank you for the opportunity to submit comment on this most important bill.

Sincerely,

LESLIE N. COREY, JR.,
Executive Director.

JACQUELYN L. TUXILL,
Director of Environmental Affairs.

[S. 1851, 98th Cong., 1st Sess.]

A BILL To establish additional wilderness areas in the White Mountain National Forest

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "White Mountain National Forest Wilderness Act of 1983".

SEC. 2. In furtherance of the purposes of the Wilderness Act (78 Stat. 890), the following are designated as wilderness and, therefore, as components of the National Wilderness Preservation System—

(a) certain lands in the White Mountain National Forest, New Hampshire which comprise about forty-five thousand acres, are generally depicted on a map entitled "Pemigewasset Wilderness—Proposed" dated July 1983, and which shall be known as the Pemigewasset Wilderness Area;

(b) certain lands in the White Mountain National Forest, New Hampshire which comprise about twenty-five thousand acres, are generally depicted on a map entitled "Sandwich Range Wilderness—Proposed" dated July 1983, and which shall be known as the Sandwich Range Wilderness; and

(c) certain lands in the White Mountain National Forest, New Hampshire which comprise approximately seven thousand acres are generally depicted on a map entitled "Presidential Dry River Wilderness Additions—Proposed", dated July 1983, and which are incorporated in and shall be deemed to be a part of the Presidential Dry River Wilderness as designated by Public Law 93-622.

SEC. 3. (a) As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file maps and legal descriptions of each wilderness designated by this Act with the Committee on Agriculture of the Senate and the Committees on Agriculture and Interior and Insular Affairs of the House of Representatives.

(b) Each map and legal description shall—

(1) be subject to correction of clerical and typographical errors;

(2) be on file and available for public inspection in the office of the Chief, United States Forest Service, Department of Agriculture; and

(3) have the same force and effect as if included in this Act.

SEC. 4. Subject to valid existing rights, the areas designated as wilderness by this Act shall be administered in accordance with the provisions of the Wilderness Act (78 Stat. 890) except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act.

SEC. 5. (a) The Congress finds that—

(1) the Department of Agriculture has completed the second roadless area review and evaluation program (RARE II); and

(2) the Congress has made its own review and examination of national forest system roadless areas in the States of New Hampshire and Maine and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress determines and directs that—

(1) without passing on the question of the legal and factual sufficiency of the RARE II final environmental statement (dated January 1979) with respect to national forest system lands in States other than New Hampshire and Maine, such statement shall not be subject to judicial review with respect to national forest system lands in the States of New Hampshire and Maine;

(2) with respect to the national forest system lands in the States of New Hampshire and Maine which were reviewed by the Department of Agriculture in RARE II, that review and evaluation shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 (as amended by the National Forest Management Act of 1976) to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision of the initial plans and in no case prior to the date established by law for completion of the initial planning cycle;

(3) areas in the States of New Hampshire and Maine reviewed in such final environmental statements and not designated as wilderness by Congress upon enactment of this Act need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of the initial plans; and

(4) unless expressly authorized by Congress the Department of Agriculture shall not conduct any further statewide roadless areas review and evaluation of national forest system lands in the States of New Hampshire and Maine for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY

STAFF EXPLANATION OF S. 1851

S. 1851, sponsored by Senator Humphrey and Senator Rudman, would designate certain areas in the White Mountain National Forest, New Hampshire, as wilderness areas in and as components of the National Wilderness Preservation System. More specifically, S. 1851 contains the following provisions:

1. The bill would designate as wilderness areas in the White Mountain National Forest, N.H.—

Approximately 45,000 acres of land generally known as the Pemigewasset Wilderness;

Approximately 25,000 acres of land generally known as the Sandwich Range Wilderness; and

Approximately 7,000 acres of land generally known as the Presidential Dry River Wilderness Additions.

2. The bill would require that the Secretary of Agriculture, as soon as practicable after enactment of the bill, file with this Committee and with the appropriate committees in the House, maps and legal descriptions of the areas designated as wilderness in the bill. In addition, the bill provides that the maps and descriptions would have the same legal force as if included in the bill, would be subject to the correction of clerical and typographical errors, and would be on file and available for public inspection in the office of the Chief of the U.S. Forest Service.

3. The bill would require that the areas designated as wilderness by it be administered in accordance with the provisions of the Wilderness Act, except that any reference in those provisions to the effective date of that Act would be considered to be a reference to the effective date of the bill.

4. The bill contains congressional findings to the effect that the Department of Agriculture has completed the second roadless area review and evalution (RARE II) and Congress has made its own evaluation of national forest system roadless areas in New Hampshire and Maine, including reviewing the environmental impacts associated with alternative uses for these areas. Based on these findings, the bill would provide that Congress determines and directs, with respect to the national forest system lands in the States of New Hampshire and Maine, that—

The RARE II final environmental statement shall not be subject to judicial review;

To the extent such lands were reviewed in the RARE II for the purposes of the initial land management plans required for the lands by law, the RARE II review, and evaluation shall be considered to be an adequate consideration of the suitability of the lands for inclusion in the National Wilderness Preservation System and the Department shall not be required to review the wilderness option for the lands prior to revision of the initial plans and in no case prior to the statutory date for comple-

tion of the initial planning cycle (Note: the date for completion of the initial planning cycle as specified in section 6(c) of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended, is September 30, 1985);

To the extent that such lands were reviewed in the RARE II final environmental statement and not designated as wilderness at the time of enactment of this bill, pending revision of the initial land management plans the nondesignated lands need not be managed for the purpose of protecting their suitability for wilderness designation; and

Unless expressly authorized by Congress, the Department shall not conduct any additional statewide roadless areas review and evaluation of such lands for the purpose of determining the suitability of any additional areas for inclusion in the National Wilderness Preservation System.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., November 18, 1983.

Hon. JESSE HELMS,
Chairman, Committee on Agriculture, Nutrition, and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As you requested, here is our report on S. 1851, a bill "To establish additional wilderness areas in the White Mountain National Forest."

The Department of Agriculture recommends enactment of the bill if amended as suggested herein.

S. 1851 would designate two new wilderness areas and one addition to an existing wilderness area, in the State of New Hampshire for a total of 77,000 acres. The bill would resolve land designations in the State of New Hampshire associated with the Roadless Area Review and Evaluation (RARE II) by designating wilderness and releasing other lands for uses other than wilderness in the initial National Forest Land Management Plan.

The lands proposed for wilderness were recommended in the RARE II Final Environmental Impact Statement for wilderness designation. The proposed Pemigewasset Wilderness area was later changed to a further planning area as a result of comments received from the New Hampshire congressional delegation and the Governor during the comment period that followed the issuance of the Final Environmental Impact Statement. The original RARE II recommendation for the Pemigewasset area was for wilderness designation of 76,610 acreas. S. 1851 would designate a 45,000-acre Pemigewasset Wilderness, a 25,000-acre Sandwich Range Wilderness, and a 7,000-acre Presidential Dry River Wilderness additional. It is our understanding That the recommendations contained in the proposed legislation represent a consensus involving the congressional delegation and the Governor.

We, therefore, support designation of the areas recommended for wilderness designation in S. 1851. We approve, likewise, of the bill's declaration that the RARE II Final Environmental Impact Statement for New Hampshire was legally sufficient and that adequate consideration had been given to the wilderness and nonwilderness values for all readless areas in the State recommended in RARE II either for wilderness designation or for uses other than wilderness. This language was necessitated by the decision of the United States Court of Appeals for the Ninth Circuit in the State of California, et al., vs. Block, et al., handed down in October 1982.

The existing language would release areas in New Hampshire from further wilderness consideration only until initial land management plans prepared under the National Forest Management Act of 1976 are revised. This language, if enacted, would perpetuate the current uncertainties over the land base that will be available over the long term for nonwilderness multiple-use activities. Local communities have a right to have some certainty over the land base which will be available to support economic activities upon which their future well-being depends. Under the language of the bill, if a change in physical conditions or litigation results in the need to revise a Forest Plan in only 2 years, the entire roadless area review issue would need to be reevaluated. This would be extremely disruptive and a waste of Forest Service time and manpower.

We believe that, since Congress has now considered roadless and undeveloped lands in the State of New Hampshire for designation as wilderness and is now in the process of enacting wilderness legislation, the remaining National Forest System lands not designated as wilderness should be released in this bill from further wilderness consideration and that release should be permanent or at least long term.

We recommend that the bill be amended on page 4, lines 22, 23, 24, and 25 by deleting all words following the word "option" and substitute, in lieu thereof, the words "in any future plans;" and on page 5, line 4 by deleting the words "pending revision of the initial plans".

It is estimated that survey, planning, and related activities necessary to implement the new wildnernesses would cost approximately $100,000 over the next 5 years.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

RICHARD E. LYNG, *Deputy Secretary.*

Enclosure.

USDA SUPPLEMENTAL STATEMENT

RECOMMENDED AMENDMENTS TO S. 1851—OCTOBER 1983

1. In subsection 5(b)(2) delete everything following "option" and insert in lieu thereof, "in any future plans;".

2. In subsection 5(b)(3) delete the words "pending revision of the initial plans".

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